DOCUMENT RESUME

ED 327 969 EA 022 642

TITLE	Results in Education: 1990. The Governors' 1991 Report on Education.
INSTITUTION	National Governors' Association, Washington, D.C.
SPONS AGENCY	Carnegie Corp. of New York, N.Y.
REPORT NO	ISBN-1-55877-080-1
PUB DATE	90
NOTE	101p.
AVAILABLE FROM	Publications Office, National Governors' Association, 444 North Capitol Street, Washington, DC 20001-1572 ($12.50 prepaid; quantity discounts).
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	At Risk Persons; Early Childhood Education; *Educational Assessment; Educational Change; Educational Facilities; *Educational Improvement; Educational Legislation; Elementary Secondary Education; *Excellence in Education; *Government School Relationship; Higher Education; Leadership; Parent Participation; *State Programs; Statewide Planning; Teaching (Occupation); Technology

ABSTRACT

Designed to help governors assess state and national progress in education, this fourth and final report of a series summarizes what has transpired since 1986 in the following areas of education reform through the recommendations of the seven task forces that were addressed in "Time for Results: The Governors' 1991 Report on Education": (1) school leadership; (2) teaching; (3) parent involvement and choice; (4) readiness; (5) technology; (6) school facilities; and (7) college quality. Each section outlines what states have learned in the reform process, recommendations to ensure continued progress, and specific state actions. Areas examined include the preparation, professional development, evaluation, and licensure of school leaders; the definition of teacher standards and the restructuring of teacher education, careers, compensation, work environments, and incentives; the development of climates, programs, and teacher training to increase parental involvement; and the development of legislation to increase parent choice among public schools. Also examined are recent and recommended improvements in the identification of at-risk students and the development of programs for such students, increased district access, research and development, teacher training, technology in education, the maintenance and use of school facilities, and the quality and funding of higher education institutions. (CLA)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED327969

THE GOVERNORS' 1991 REPORT ON EDUCATION

1990

EA022642

NATIONAL GOVERNORS' ASSOCIATION

2

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

R.Y. Bond

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

3

The Governors' 1991 Report On Education

RESULTS IN EDUCATION: 1990

National Governors' Association

The National Governors' Association, founded in 1908 as the National Governors' Conference, is the instrument through which the nation's Governors collectively influence the development and implementation of national policy and apply creative leadership to state issues. The association's members are the Governors of the fifty states, the territories of American Samoa, Guam, and the Virgin Islands, and the commonwealths of the Northern Mariana Islands and Puerto Rico. The association has seven standing committees on major issues: Agriculture and Rural Development; Economic Development and Technological Innovation; Energy and Environment; Human Resources; International Trade and Foreign Relations; Justice and Public Safety; and Transportation, Commerce, and Communications. Subcommittees and task forces that focus on principal concerns of the Governors operate within this framework.

The association works closely with the administration and Congress on state-federal policy issues through its offices in the Hall of the States in Washington, D.C. The association serves as a vehicle for sharing knowledge of innovative programs among the states and provides technical assistance and consultant services to Governors on a wide range of management and policy issues.

The Center for Policy Research is the research and development arm of NGA. The center is a vehicle for sharing knowledge about innovative state activities, exploring the impact of federal initiatives on state government, and providing technical assistance to states. The center works in a number of policy fields, including agriculture, economic development, education, environment, health, social services, trade, and transportation.

ISBN 1-55877-080-1

Copyright 1990 by the National Governors' Association
444 North Capitol Street
Washington, D.C. 20001-1572

Raymond C. Scheppach, Executive Director
Barry L. Van Lare, Deputy Executive Director

Funding for this report was provided by Carnegie Corporation of New York.

CONTENTS

v *FOREWORD*
Governor Roy Romer, Colorado, and
Governor Carroll A. Campbell Jr., South Carolina

vi *PREFACE*
Governor Garrey E. Carruthers, New Mexico

1 *INTRODUCTION*

4 *STATE POLICY OVERVIEW*

6 School Leadership

12 Teaching

21 Parent Involvement and Choice

28 Readiness

35 Technology

40 School Facilities

47 College Quality

53 *ACKNOWLEDGEMENTS*

55 *ORDERING INFORMATION*

Erratum

Results in Education: 1990

Page 14. New Hampshire and Vermont were inadvertently omitted from the list of states participating in the Northeast Common Market Project to develop a regional credential for educators.

FOREWORD

Since the early 1980s, Governors have been at the forefront of education reform. Our efforts on education issues became even more focused in 1986 through Governor Lamar Alexander's chairmanship at NGA and the recommendations of the seven task forces in *Time for Results: The Governors' 1991 Report on Education*. That report and the momentum it generated, sustained by the annual *Results in Education* reports, ultimately became a springboard for developments during the past year.

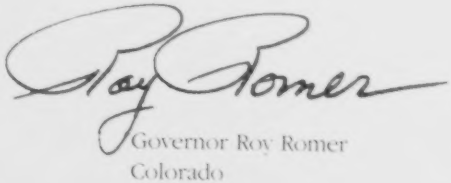
At the Education Summit in Charlottesville in 1989, the Governors and President agreed to develop national goals to help the nation achieve excellence in education. The goals were adopted in 1990, and the Governors and President committed to monitor and report on the progress of states and the federal government in meeting the goals through the year 2000. To undertake this task, the Governors and President decided to establish a National Education Goals Panel to oversee the development and implementation of a national education progress reporting system. The panel will develop appropriate measures and report annually over a ten-year period.

The panel will provide the direction and support needed to gain public confidence and the full cooperation of federal and state officials and will reflect the constructive, bipartisan spirit that pervaded the summit and the consensus-building process of the past year.

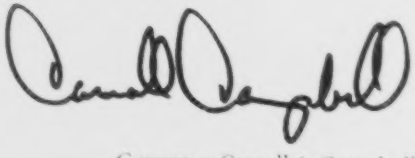
The work of the panel will be informed by the education research and measurement communities, educators, and other interested parties. In addition, the panel will review proposed changes in national and international measurement systems and make recommendations for needed improvements.

As members of this panel, part of our task will be to report progress, or lack of it, in improving student outcomes. The measurement system will be goal-driven and performance-oriented. To accomplish this charge, we will be working over the next several months—and years—to improve assessment systems, education indicators, and other data sources.

Just as the four *Results in Education* reports have charted educational progress, we expect this panel's annual reports to serve as an important tool for motivating necessary changes in the education system. We welcome this challenge and the opportunity to work with fellow Governors, the administration, members of Congress, parents, educators, and business and community leaders in developing this new instrument for change.



Governor Roy Romer
Colorado



Governor Carroll A. Campbell Jr.
South Carolina

PREFACE

The world has changed faster than anyone predicted in 1986 when our nation's Governors committed themselves to a five-year education agenda. *Time for Results: The Governors' 1991 Report on Education* urged Americans to:

- Create a more professional teaching force;
- Strengthen school leadership and management;
- Promote greater parental involvement and choice;
- Help at-risk children and youth meet higher educational standards;
- Make more effective use of new technology in education;
- Use the resources we invest in school facilities more efficiently; and
- Strengthen the missions and effectiveness of colleges and universities.

Time for Results was a key stimulus for the second wave of education reform. In the chairman's summary for the report, Governor Lamar Alexander proposed a "horse trade" to educators. He wrote, "We'll regulate less, if schools and school districts will produce better results. The kind of horse-trading we're talking about will change dramatically the way most American schools work."

The need to make better student outcomes the bottom line of the education system was hammered home in recommendation after recommendation. States were urged to deregulate the education system, yet hold it accountable for student achievement by rewarding schools and districts that make progress and sanctioning those that consistently are academically deficient. Although some states are moving toward deregulation and greater flexibility, comprehensive change has not occurred and student achievement remains at a standstill.

The Governors' recommendations in *Time for Results* were ambitious. While not enough time has elapsed to carry out all of the Governors' recommendations, most states have developed policies or programs based on the report. One specific example of the widespread influence of the Governors' recommendations is in the area of college assessment. The Governors recommended assessing what college students know and can do; since 1986 the number of states adopting assessment policies has grown from just a handful to thirty-one.

This 1990 report reviews the strides that have been made by the states in improving the leadership of principals and superintendents, raising teachers' salaries and providing better working conditions for teachers, developing programs to involve parents in their children's education and providing more choice to families, addressing the problems of children at risk of school failure, expanding the use of new technologies, encouraging school districts to use schools more fully, and addressing issues related to the quality of higher education.

Yet too many of these policies have been piecemeal, rather than comprehensive. Demonstration programs have remained just that, and the best ones often fail to be implemented statewide or disseminated to other districts. Often progress is set back with the emergence of new challenges, such as changing technologies and an increasingly diverse student population.

While the Governors anticipate that their initiative will continue to have an impact in future years, they recognize that the agenda outlined in 1986 is insufficient and that it must be expanded to focus even greater attention on educational outcomes and a lifelong commitment to learning.

The most valuable legacy of the *Time for Results* report of 1986 may be that it set the stage for the next and most

critical level of reform—total restructuring of the educational system to create a system to serve Americans from birth throughout their lives. At the historic Education Summit in Charlottesville in 1989, President Bush and the nation's Governors moved the reform agenda forward by providing a clearer statement of what the country wants from its education system. There was unanimous agreement that doing more of what we do now and doing it better will not enable the United States to maintain its world leadership role and current quality of life. A restructuring of the total system that shifts how we perceive and provide schooling is essential to producing students who use their minds well and can successfully shape America's future.

In 1990 the Governors and the President adopted six national education goals. These goals make possible the development of clear objectives that will allow the nation to design and evaluate critical education reforms. The active involvement of all Americans is imperative to achieving the goals by the year 2000.

Restructuring the system will not be easy. Attaining the goals will require the development of new and better ways to use the financial and human resources that are devoted to education. More important, it will require budgets to be set around results and clear outcome-based accountability for politicians, teachers, administrators, and students.

This is the fourth and final report in the *Results in Education* series. However, the important work begun by the Governors in 1986 will continue as states seek to achieve the national education goals and ensure that all students have an opportunity to succeed.

Governor Garrey E. Carruthers
New Mexico

Introduction

In 1986 the nation's Governors released a report that set forth plans for improving American education. *Time for Results: The Governors' 1991 Report on Education* was the work of seven gubernatorial task forces that examined critical issues facing the education system in the areas of teaching, leadership and management, parent involvement and choice, readiness, technology, school facilities, and college quality.

The Governors recognized that the state-led education reform movement begun in the early part of the 1980s was not going to be sufficient to meet the challenge of providing all learners with the knowledge and skills required for the twenty-first century. While these efforts provided an excellent beginning by strengthening the weakest schools and supporting the lowest achievers, they could not bring about the substantial gains in overall performance required for the future. And continuing to make incremental changes in the education system would be insufficient. That is why the Governors began to establish a new agenda for education reform.

Several aspects of their report were significant. Along with other reports prepared at the same time, *Time for Results* called for a fundamental restructuring of the education system. More specifically, the Governors recognized that everyone in the education system—students, teachers, administrators, and local and state policymakers—needed to focus their efforts squarely on achieving the results needed for students, and worry far less about creating or complying with rules and procedures. They believed that schools could succeed only by attracting the very best individuals to the education profession, providing them with the training and tools they need, giving them both the responsibility and the authority for getting the job done, and holding them accountable for the results.

The Governors also recognized that restructuring the education system would require time. Neither changes in education practice nor improved results would occur overnight. To help provide for sustained gubernatorial attention, the National Governors' Association committed to report annually through 1991 on how states were responding to and implementing the recommendations in *Time for Results*. This series of reports would provide a mechanism for Governors to remind educators of the need for continuing education reform, and serve as a vehicle for capturing the most important lessons of state efforts.

Much has been accomplished in the past four years, and even more has been learned. This volume summarizes the efforts states have undertaken since 1986. In addition, it describes some of the critical lessons for states in each of the *Time for Results* task force areas. Beyond these specific lessons, though, Governors have learned some important things about the requirements for leading the effort to restructure the education system into the next decade.

Governors are more convinced than ever that the agenda to restructure the education system is critical and that they have gained the support of key players at all levels of the system. The call for fundamental restructuring was radical and controversial in 1986. Now it is the conventional wisdom. Organizations representing teachers, administrators, state and local boards, business groups, and others have all come to subscribe to this agenda.

While the need to restructure is recognized by the education community, this is not yet true for much of the public—parents in particular. There is still much to be done to help the general public understand their personal stake in the need to make fundamental changes in the education system to dramatically boost student performance. The complex

Introduction

"We must substantially boost the performance of the education system and the knowledge and skills of all Americans."

Bill Clinton
Governor of Arkansas

policy agenda must be translated into terms that citizens understand and care about. Ultimately, it is the responsibility of Governors and other policy leaders, educators, and the business community to join together to help make this case. Without ongoing public understanding and support, efforts to restructure the education system will not succeed.

Subscribing to an agenda for reform and actually making the needed changes are quite different, and there is much hard work ahead.

At the state level, the primary task is to alter the policy environment in which all schools and districts operate. State policies cannot mandate the necessary reforms from the top. But they can and should provide the incentives and build the capacity for dramatic improvements in schools and colleges. This task is larger and more complicated than originally contemplated by the Governors in the *Time for Results* report. Rather than a series of discrete initiatives or reforms in a number of separate areas, what is required is a comprehensive and coherent set of changes in the policy framework that:

- Determines the goals and expectations for the education system, so that performance standards for all students are substantially raised, and so that overall performance levels of U.S. students equal those of students in other industrialized countries with whom the United States competes.
- Establishes the means of assessing both student performance and systemwide progress, so that the assessment tools that are used are consistent with the high standards that are established, reflect the complex skills that are required for success in the workforce and the broader society, and can motivate teachers and students alike.
- Provides needed investments in recruiting, selecting, and retaining the best possible talent in the education system; develops educators' knowledge, skills, and talents; and provides them with the technology and other tools required to get the job done.
- Establishes an accountability and incentive system that provides real rewards—not exclusively monetary—for school professionals who succeed in producing gains in student performance, and real consequences for professionals who fail to do so, so that all individuals in the education system strive to do their best to improve student performance, and lack of effort is not tolerated.

Bringing about these changes is critical; it will involve hard work and a sustained effort. However, the Governors are convinced by their experience that fundamental changes in the elementary and secondary system will not be enough. The focus on education must be lifelong, from prenatal care through continuing education for adults. Schools cannot fully succeed unless all youngsters are ready to learn when they arrive at school. And students learn more when their parents are educated. That is partially why adult literacy and other intergenerational approaches are so important. The knowledge and skills of those already in the workforce also must be increased simultaneously with efforts to better prepare those who will soon enter it.

Resources are important as well. Governors know that creating a truly effective, world-class lifelong education system will take additional resources. They also know that it is easier to reach consensus on fundamental reforms when additional resources are part of the reform package. However, the demands are growing on limited state resources for health care, corrections, infrastructure, and other needs as

"In a world of rapid change and global markets, we must prepare our citizens to be lifelong learners—people who can think critically, communicate effectively, and perform at a skill level equal to their international competition."

Roy Romer
Governor of Colorado

economic conditions make sizeable increases problematic, especially for elementary and secondary education. Further, there is a strong consensus nationally that additional investments will be needed to create and sustain an adequate education and training system for adults. Over the past decade, substantial additional resources have already been allocated to the elementary and secondary education system and to higher education. The challenges facing policymakers and educators alike will be to make the best use of resources, make the tough decisions about redirecting existing funds and efforts into more effective programs and services, and make the most critical and productive investment of any new resources that are available.

The *Time for Results* report called for a five-year period of sustained effort at the state level. Governors now know that accomplishing all that needs to be done will require a sustained effort for at least the remainder of this decade. At the national level and within states, there must be mechanisms for regular reporting to enable policymakers, educators, and the public to remain focused on the tasks ahead and to gauge the progress that is being made.

The lessons that Governors have learned were very much in mind when the Governors met with the President at the Education Summit in September 1989. They influenced much of the discussion with the President, and formed the basis for the difficult work that followed. They are reflected in both the national education goals and the National Education Goals Panel established to monitor and report on progress toward meeting those goals. They are reflected in the commitment made by the Governors at the Education Summit to launch efforts in every state to restructure the education system, and in the recommendations made by NGA's Task Force on Education in *Educating America: State Strategies for Achieving the National Education Goals*. As a result of these efforts, the nation now has a clearer focus on the results we must achieve, and a ten-year timeframe in which to achieve them.

The effort initiated by the Governors with the *Time for Results* report has succeeded more than any Governor involved in that effort could have imagined. There is a broad national consensus about the direction education reform must take, and there are new partners in the reform effort.

Attention now must be shifted to the efforts to achieve the national education goals. Rather than continue to report for an additional year on state efforts to address the *Time for Results* agenda, attention now must be focused on the National Education Goals Panel and its efforts to report on the progress the nation is making to achieve the goals.

State Policy Overview

Results in Education: 1990 is the final report in a series of volumes issued by NGA each year since 1987. Like the past three editions of *Results in Education*, this publication provides information to help Governors assess how far the states have advanced in their quest for better schools. It summarizes what has transpired since 1986 in each of the seven areas of education reform addressed in *Time for Results: The Governors' 1991 Report on Education*:

- School Leadership
- Teaching
- Parent Involvement and Choice
- Readiness
- Technology
- School Facilities
- College Quality

It also outlines what states have learned in their attempt to bring about education reforms. Finally, it discusses what states must do to ensure further progress.

These overviews of state education reform activities are drawn from Governors' offices, Governors' state of the state messages, and surveys of selected state education policies conducted by NGA and other organizations.

Unlike other years, NGA did not conduct a comprehensive fifty-state survey this year. As a consequence, this edition of *Results in Education* differs from earlier reports in the series. Since its purpose is to provide a narrative overview of past state actions, it does not contain a section providing short descriptions or highlights of state policies and proposals. These highlights of recent actions are incorporated throughout the chapters. The section on state-by-state education data also is missing from this volume. This omission recognizes that in late 1991 the National Education Goals Panel will begin issuing its annual reports. Over the course of the decade, those reports will offer a review of education data and indicators of states' progress toward meeting the national education goals, particularly focusing on student outcomes.

In addition to the specific education developments described in the following chapters, a small number of states adopted comprehensive education reform packages in 1990: Florida, Kentucky, Mississippi, Missouri, New Jersey, New Mexico, Oklahoma, and West Virginia. Of the comprehensive reform efforts, Kentucky is being observed with great interest by educators and state policymakers around the country. Kentucky's state supreme court deemed the state's education system unconstitutional and required the state to create an entirely new school system by July 1990. Among the features of the state's new plan, which is being implemented from 1990 through 1996, are the following: rewards and sanctions for schools whose students do or do not succeed academically; family resource and youth service centers; a major ongoing effort to retrain teachers; and an outcome-based focus in curriculum and student assessment. Also, the state will abolish all positions in the existing state department of education and create a new department, have an appointed, rather than elected, commissioner of education, and create a new state board of education.

A review of state initiatives of the past year would be incomplete without noting the growing number of lawsuits mounted to challenge state methods of financing schools. Decisions recently have been handed down by New Jersey's and Texas's state supreme courts declaring their school finance systems unconstitutional. In the Texas case, the compromise finance package approved by the legislature was deemed inadequate by the court to address the inequities in the state's method of financing schools. According to the National Conference of State Legislatures, half the states either

"The reality of public leadership in the 1980s and, it appears, the 1990s, requires not less vision or creativity, but rather a different kind. Former ways of educating will have to be eased out by newer approaches."

Booth Gardner
Governor of Washington

have had lawsuits or have pending lawsuits against their school finance systems or anticipate lawsuits being filed. The growing popularity of the challenges ensures that school finance and funding equity issues will continue to be a major agenda item for states.

During the past year, Governors have built on the momentum of the national Education Summit. They have held "mini-summits" within their own states and, in some cases, have used the summits to develop a set of state education goals. Educators, parents, civic and business leaders, and minority group representatives have been convened by Governors to consider major education issues in the states. Governors have used these mechanisms to focus the attention of citizens in their states on the importance of education to the states' future economic development. Developing strategies at the state level to meet the national education goals will be a continuing challenge for Governors over the next decade.

State Policy Overview

SCHOOL LEADERSHIP

Four years ago, the Task Force on Leadership and Management recognized that the leadership of school principals and superintendents is critical to school reform. The task force stated, "Because the role of the principal is so important in building effective schools, improving the quality and training of school leaders may have the greatest impact in moving schools through the second wave of reform."

The task force recommended that states:

- Revise preparation programs for administrators so that new principals are trained to be effective school leaders;
- Ensure that administrator selection and licensure practices reflect the skills and knowledge needed by effective principals;
- Develop an evaluation system for principals;
- Provide ongoing training for school administrators; and
- Reward principals and schools for improved student achievement.

While the task force recommended strategies to improve school management and to restructure schools as well as to upgrade school leadership, this chapter focuses only on developments in the school leadership area. A report on state actions to restructure schools and to address the management issues raised in *Time for Results* will be released by the National Governors' Association in the spring of 1991.

In 1986 training programs and policies for training and licensing school administrators were considered ineffective. In general, university programs to prepare school administrators lacked relevance to contemporary school conditions. Individuals met state administrator licensure requirements by completing a certain number of courses or obtaining certain degrees rather than by demonstrating their competency as effective leaders. Selection of principals often was based on informal criteria and only partially related to merit. There also were few opportunities for women and minorities; individuals chosen to lead schools were overwhelmingly white and male. Professional development programs to retrain administrators were uncoordinated and ineffective. At that time the general perception of principals was that they were building managers rather than instructional leaders, and most training and retraining programs reinforced that perception.

Since 1986 states and localities have made progress in improving the quality of school leadership. The number of revamped university administrator preparation programs is growing. These programs offer a more relevant curriculum, often require degree candidates to complete internships, and include the opportunity to work with mentors. Licensure requirements for administrators have been revised in a few states to require candidates to demonstrate their leadership ability prior to licensure. An alternative route to the principalship, other than a graduate Educational Administration degree, has been implemented in one state and is being discussed elsewhere. Assessment centers and other diagnostic processes that screen candidates for the principalship or help current principals pinpoint their strengths and weaknesses have multiplied. The assessments of current principals lay the groundwork for an individualized professional development plan. New leadership academies and retraining programs train principals and superintendents, often in conjunction with teachers. The notion of career-long training is becoming more generally accepted. Some of the newer professional development programs cooperate with the business sector and offer administrators the benefit of state-of-the-art training for corporate executives. Less common but growing in popularity are programs to evaluate school leaders, usually on an

"The teachers, principals, local school boards, and parents are in the best position to really know the reforms and priorities best suited for their schools and students."

Norman H. Bangerter
Governor of Utah

annual basis, and to recognize leaders with exceptional ability. Despite these accomplishments, few states have developed comprehensive strategies to improve the caliber of principals or have made administrative improvement part of the state's larger education reform agenda. And unfortunately, a heterogeneous leader corps remains elusive; principals and superintendents still are primarily white and male.

State policy initiatives are responsible for many of the developments in school leadership. However, a number of groups and agencies have been instrumental in bringing about these changes. Partnerships among state departments of education, colleges and universities, administrator associations, and other groups, such as regional education laboratories, are developing more integrated approaches to improving the quality of school leadership. The U.S. Department of Education's Leadership in Educational Administration Development (LEAD) program funds state and local efforts to prepare and retrain the administrator workforce. Professional administrator organizations, such as the American Association of School Administrators (AASA), the National Association of Secondary School Principals (NASSP), and the National Association of Elementary School Principals (NAESP) are among groups that have developed credible retraining efforts. NASSP's assessment center approach to the selection of principals, while expensive, has helped state and local officials focus on the skills and abilities required of school administrators. Partnerships between universities and elementary and secondary schools to improve school leadership are rare, but are growing in number. The recently created National Policy Board on Educational Administration is a coalition of groups seeking to change university preparation programs. The Danforth Foundation's principal preparation program is an example of private foundation efforts to upgrade the quality of school leadership. Despite these activities, the challenge issued to the states by the Governor's Task Force on Leadership and Management has not been fully met.

Revising Administrator Preparation. Educational Administration degree programs are changing slowly. Examples of programs that require field internships, a more relevant curriculum, mentoring opportunities, and subsidies for on-campus study can be found in states such as Illinois, New York, North Carolina, and Utah. In some instances, candidates for graduate study are screened on the basis of leadership potential prior to admission. This process contrasts with the relatively open admission process found in the majority of educational administration programs.

Most innovative programs have been initiated by universities, with the state's role confined to approving the new programs. However, in a few cases, change has originated at the state level. For example, Florida developed guidelines for principal preparation programs that include a specified set of core courses, a field-based internship, an assessment process, and the development of a portfolio by the degree candidate. Georgia has modified leadership preparation program guidelines and the state's universities are now implementing them. The Massachusetts Department of Education has proposed changing principal licensure to allow certification of individuals who have received their preparation through nontraditional means such as school districts, professional associations, and nonprofit organizations. The University of North Carolina system terminated all education administration doctoral programs in 1988 and is requiring colleges of education to design leadership-oriented programs.

A regional effort to revitalize the training of future principals has begun in the western states. Eighteen states have formed an informal coalition for educational leadership and

State Policy Overview

are developing plans to change administrator training to ensure that new school leaders are equipped to meet the challenges of today's schools.

Matching Licensure to Skills. Current standards for licensure are being challenged. Some experts argue that state licensure requirements do not reflect the skills that are needed by modern-day principals. However, a few states are revising administrator certification as a follow-up to or in conjunction with revised teacher licensure. One of the latest developments is an alternative route to administrative licensure, modeled after the alternative route to teacher licensure.

Arkansas expects to consider revamping licensure requirements for administrators in the upcoming legislative session. Connecticut has substantially revised teacher licensure in the past few years and has turned its attention to revamping administrator licensure. Among issues being addressed in that state are the extent to which principals need prior classroom experience in order to be effective school leaders. In Massachusetts, new administrator certification standards have been proposed to the state board of education.

New licensure requirements have been adopted in several states over the past few years. Florida now has three levels of certification for principals; the third level, now being piloted in three counties, is a certificate for outstanding principals. Georgia's revised licensure requirements focus on instructional leadership, field experience, and performance assessment. The Georgia legislature eliminated the performance component in July 1990 but retained a requirement for annual principal evaluations. Idaho's revamped administrator licensure requires principals and superintendents to meet several defined competencies. Newly certified administrators in New Jersey must pass the education leadership section of the National Teacher Exam.

"The schools should be a place of refuge against the surge tides of ignorance and poverty."

Carroll A. Campbell Jr.
Governor of South Carolina

New Jersey principals may now enter the profession through an alternative route. Candidates must have a master's degree in a managerial field such as business administration, and managerial skills are assessed prior to certification. An induction program and an internship under the tutelage of a mentor are other requirements for certification. A similar option has been developed for superintendent candidates and will be effective by 1992.

Seven northeastern states are working with the Northeast Regional Education Laboratory to develop policies to promote educators' mobility in the region. Called the Northeast Common Market, the collaborative effort is developing regional standards for administrators to allow them to obtain a position in any of the seven states.

Revamping Professional Development. One of the major developments in school administration during the past four years has been the growth, revision, and maturation of professional development programs for principals. While not without critics, these programs have generally improved in content, offering practitioners training in skills and knowledge needed for instructional leadership and building management. The expectation that principals and superintendents will be engaged in ongoing training throughout their professional careers is generally accepted. Professional development programs for administrators also are beginning to recognize the need to train principals and teachers jointly. In some instances, school teams including principals, teachers, superintendents, school board members, and parents are offered common training experiences. In other recent developments, private foundations and corporations in several states subsidize and provide inservice training for school executives.

In a few states, including Indiana, Iowa, Michigan, and South Carolina, retraining programs link skills with current state policy developments. As Maine attempts to restructure

"Parents and taxpayers have a right to hold schools accountable for better performance."

George S. Mickelson
Governor of South Dakota

its schools, training is being provided to help principals assume their new roles.

Other effective state professional development programs for principals include California's leadership academy, which offers programs on a range of topics, from how to manage school budgets to how to create a vision for the school. Colorado offers workshops on site-based management. Offerings of Connecticut's leadership academy have included training for principals in eliminating discrimination. Iowa's LEAD center works with building-level teams to help them transform their schools by managing change. Oklahoma's new education reform package requires principals to participate in ongoing training.

In many states, substantial efforts are underway to complement formal training offered by universities and associations with less formal development programs drawing on theories of adult learning and the wisdom of administrators themselves. Principals' centers, mentoring, peer support networks, and special seminars have come into wide use as low-cost, effective means for training and supporting new administrators.

Evaluating School Leaders. Assessment of school leaders has become more systematic and sophisticated. The use of assessment centers to identify suitable candidates for the principalship has spread. It is no longer confined solely to entry-level candidates, and training models have been created to enhance assessment centers' developmental use. Assessment practice has begun to shift toward the use of multiple measures of assessment.

State systems to appraise the performance of principals and/or superintendents have been established in a few states. Florida districts are required to have a comprehensive performance appraisal system, but the details of the program are left up to the individual district. Georgia superintendents are trained to use an annual evaluation instrument for principals and, in turn, principals must be trained to evaluate their teaching staff. Kansas is piloting a five-part evaluation instrument to assess instructional programs at schools and include the principal as one part of this. New Mexico's evaluation system for all administrators is linked to a professional development plan prepared in cooperation with the administrator's supervisor. Both North Carolina and South Carolina link rewards to principals and the academic progress of their students.

Lessons Learned

Graduate programs in educational administration continue to be viewed as inadequate and resistant to change. Increasingly, experts contend that practical management skills are best learned by working alongside professionals or undertaking an apprenticeship, particularly if the apprenticeship occurs in more than one school.

There is a tension in current retraining programs for administrators. Such programs must be comprehensive rather than hit or miss. Weekend sessions or brief summer sessions are viewed as too short to be effective. Yet feedback from principals reveals that they think there are too many days devoted to retraining throughout the year, given the demands of their job.

Studies have shown that district-level staff are frustrated when their roles change from monitoring school sites to assisting school professionals. For that reason, it is critical that they take part in professional development programs, particularly when the training focuses on restructured schools and new roles for the professionals within the school system.

Colleges of education are not adapting quickly enough to the many changes in the school workplace. Principals are faced with the challenge of a diverse and multicultural student population and community, many of whom have problems that spill over into the school day. Principals are expected to understand advanced technologies and changing instructional methods, curriculum, and assessment. In order to meet these challenges principals must be trained to adapt to change, to set a vision of schooling for themselves and their coworkers, to work collaboratively with others, and to develop a disposition toward lifelong learning.

Unfinished Agenda

One of the glaring gaps that remains in the area of school leadership is the lack of an administrator corps that represents the racial and gender make-up of the general population. Although the number of qualified female graduates of education administration programs is substantial (larger than the number of minority graduates), few are selected to fill positions as secondary principals or superintendents. School boards appear unwilling to hire female and minority candidates at all levels of administration, and this must change. Leadership programs that have begun in Colorado, Illinois, Iowa, Maine, Oklahoma, and Wisconsin focus on opening opportunities for women and minorities.

Recently adopted state education reforms present principals with a challenge. Their staff is changing as teachers are empowered with new responsibilities and opportunities through restructuring mandates. In addition, schools must meet a multitude of other requirements—state assessment programs, revised curriculums, new accountability measures, and an ever-increasing focus on student achievement. Their training and retraining must provide them with human resource management and other skills to help them adapt to change.

To meet the challenges of today's schools, principals and superintendents must become coworkers with other social service agencies serving children. This is a role for which school administrators seldom have training. School leaders must learn to work collaboratively not only with their own staff, but also with the staff of other service organizations and agencies in order to integrate services provided to children and their families.

State Examples

- The **COLORADO** State Board of Education and an interim legislative committee are reviewing administrator licensure. Under consideration are a one-year induction program for new principals and a professional standards board. In other initiatives related to school leadership, the state LEAD program is promoting a mentorship program for prospective women and minority administrators. An alliance of the teachers' union and administrator organizations in ten districts interested in restructuring has been developed to provide team training. Two rural LEAD projects train teachers and administrators from several districts in shared decisionmaking skills to promote cooperation and sharing of resources among districts.

- **CONNECTICUT's** Principals' Academy has been in existence for five years and has served thousands of administrators. Its mission is to provide principals with growth in intellectual and leadership skills. Seminars and workshops have been offered on such varied topics as time management, middle school students' behavior, how to run a school free of racial, gender, and physical discrimi-

"We must assure that a graduate's skills match the needs of society. We will not meet that objective unless we set goals and hold our system accountable."

Michael N. Castle
Governor of Delaware

nation, the effective use of technology, and the Great Books. Principals are encouraged to bring a teacher or parent to these training sessions. Connecticut has a two-year mentoring program for new principals that has been effective. The state also is undertaking a review of its administrator certification process.

■ During the past decade, **FLORIDA** has developed and implemented a statewide human resource management strategy designed to improve the effectiveness of principals and superintendents. The system was initiated through the Management Training Act of 1979, which created a comprehensive program to revise the preparation, licensure, and inservice training of principals. The act also established the Florida Council on Educational Management to oversee these efforts. Among its activities, the council has developed voluntary guidelines for university educational leadership programs. The principal licensure process now is competency-based and includes three levels of certification. The first level is for assistant and intern principals. The second level is for school principals and requires a two-year training program, including a year-long internship. The third level, for professional school principals, currently is at the pilot stage. Each school district is required to have a system in place for the screening, selection, and appointment of principals and assistant principals. Districts also must design and implement professional development programs and performance appraisal systems for their educational managers. District guidelines for these programs were issued by the council in 1990. In other activities, Florida is borrowing a model from the business community to help school managers and staff improve "customer relations." In 1986 the Florida legislature created a professional development program for superintendents comparable to development programs for executive officers in the corporate sector. One of the programs developed under this initiative is a training program conducted through the Center for Creative Leadership in South Carolina. Florida superintendents have been assigned mentor superintendents from other states with whom they work for one year.

■ **MAINE** has developed a number of programs over the past few years to improve the quality of school leadership. Universities' educational administration programs are being revised to meet recent changes in the administrator licensure process. Candidates for administrative licensure must demonstrate competency in thirteen areas outlined by the state. Future principals may substitute three years of instructional experience in business, the military, or higher education for a three-year teaching requirement. Superintendents have a similar option in meeting the requirement for three years of administrative experience. Internships also must be completed prior to initial licensure. After five years of experience, principals and superintendents must apply for relicensure. In Maine the relicensure process involves support teams and mentors at the local level. These teams operate on a regional basis and recommend candidates for licensure renewal. Another recent development in the state has been a major focus on women in public school administration. The Maine leadership consortium has identified a set of activities to support women as they seek and assume leadership roles. Other noteworthy activities in the state include creating networks of school teams, including principals, that are engaged in restructuring efforts and participation in the Northeast Common Market.

State Policy Overview

TEACHING

In 1986 Governors acknowledged that even though many of them had been aggressively pursuing efforts to reform the teaching profession, the nation still faced both a quality and a quantity problem in the teacher workforce. Virtually every state had raised standards and increased salaries. Many had attempted to make the profession more attractive by introducing a variety of incentives, ranging from scholarships and loans for students pursuing a teaching career to recognition and financial rewards for experienced teachers. The Governors' Task Force on Teaching recognized that these initiatives provided a foundation for a new view of what must be done to attract and keep able professionals.

The task force went beyond the need to raise standards and salaries. It presented a comprehensive set of strategies for reforming all phases of a teacher's career, from recruitment through retirement. Most significant, the Governors recommended redesigning the organization of schools and providing more autonomy and flexibility to educators to meet expected outcomes. These suggestions linked the improvement of teaching to school restructuring and to the establishment of new accountability systems. The task force sought to:

- Create a national board to define teacher standards;
- Recruit able teacher candidates;
- Rebuild teacher education;
- Improve teacher compensation, both at entry and throughout the career;
- Redesign the structure of the teaching career;
- Align teacher incentives with schoolwide student performance; and
- Redesign schools to create more productive working and learning environments.

What's happened in the four years since these recommendations were made?

Defining Standards for What Teachers Need to Know. States clearly raised teacher standards throughout the 1980s, but few states have actually gone through the exercise of determining what teachers need to know and be able to do to help all students achieve at high levels. Teacher standards are largely disconnected from the skills and knowledge needed to bring about the fundamental changes necessary at the school level to improve student performance.

Although fifteen states have policies to evaluate beginning teachers' classroom performance before granting a regular license, standards at the state level continue to rely heavily on test scores. According to a 1990 survey by the Educational Testing Service, twenty-one states now require aspiring teachers to pass a state-prescribed standardized test before entering a teacher education program. Fifteen states require a minimum grade point average for entry. For initial licensure, thirty-six states require teacher candidates to pass a multiple-choice test in addition to completing an approved program.

Dissatisfaction with the available instruments to assess the skills and knowledge of beginning teachers has resulted in a number of initiatives. The National Teachers Examination, now used in thirty-three states as part of licensure requirements, currently is undergoing a complete overhaul that is expected to depart dramatically from its current format. At the state level, Connecticut has been at the forefront of developing performance assessments for beginning teachers.

"In the year 2000, we want an education system that is nothing less than world-class."

Terry E. Branstad
Governor of Iowa

As called for in *Time for Results*, the National Board for Professional Teaching Standards was created in 1987 to develop an advanced credential for experienced teachers who choose to apply for board certification. The board, whose membership includes a majority of practicing teachers, has developed a set of policies defining high and rigorous standards for the teaching profession. The national board anticipates that its first certificates will be issued in 1993. The University of Pittsburgh and the state of Connecticut recently received the board's first contract for developing assessment instruments in one of the board's certification areas, early adolescence and English language arts.

The board certification process complements states' continuing responsibility for issuing entry-level teaching licenses. At the state level, ongoing debate over the role of state professional standards boards centers on two issues—whether these boards should be autonomous and whether they should have a teacher majority. Iowa and Kentucky approved autonomous boards this year; they are already in place in California, Minnesota, and Oregon. In Nevada, the standards board approves all changes in standards for the profession, but the state board of education continues to hold limited veto power.

Recruiting Able Teachers. In addition to raising salaries and improving working conditions, states have undertaken a number of initiatives to make the profession more attractive and to increase the pool of capable prospective teachers.

One state strategy involves special efforts to attract professionals from other fields to the teaching profession. Florida is working in cooperation with the U.S. Army to alert those released from active duty to opportunities in teaching. Since New Jersey established its alternative route to teacher licensure in 1984, other forms of alternative routes have been introduced in the states. In a 1990 survey by the National Center for Education Information, thirty-three states reported that they were implementing alternatives to their approved college teacher education program route. These alternatives cover a wide range of policies with differing restrictions for prospective teachers. The survey revealed that despite the proliferation of alternative routes, very few states have actually designed a licensure route specifically for adults who want to teach and who already have at least a bachelor's degree but little or no formal coursework in professional education.

States have introduced incentives—such as scholarships and forgivable loans—to attract academically talented students to teaching. For example, South Carolina's comprehensive teacher recruitment effort includes grants, loans, and full scholarships as well as a "teacher cadet" program that begins in high school to attract the state's best students to the teaching profession. North Carolina's Teaching Fellows Program offers a $20,000 loan to interest the state's top high school graduates in preparing for a teaching career. The loan is forgiven in exchange for teaching four years in a public school within the state. After four years, the number of applicants, the number of minority award winners, and the caliber of the students have continued to increase.

Growing concern about the supply of minority teachers has stimulated targeted state efforts to increase the numbers of qualified minority teacher candidates. According to a 1990 survey of teacher education policy in the states by the American Association of Colleges for Teacher Education, eleven states reported efforts to recruit minorities at the high school level into teacher education programs. California and Connecticut have programs to recruit paraprofessionals, most of whom are minorities, to prepare for teaching. This year Oklahoma passed legislation that requires the establishment of a

minority recruitment center. New York's strategy to increase the number of baccalaureate degrees in teacher education awarded to minority students includes several components: the Teacher Opportunity Corps program, undergraduate scholarships, a teacher recruitment clearinghouse, and jointly registered programs that enable minority students enrolled in a two-year college to move easily toward a baccalaureate degree and teacher certification.

One of the obstacles to recruiting able teachers, particularly experienced teachers, is the difficulty in transferring licenses or pensions from one state to another. This year, four midwestern states—Iowa, Kansas, Missouri, and Nebraska—established a regional credential. The Northeast Common Market project also has developed a regional credential for initial licensure for Connecticut, Maine, Massachusetts, New York, and Rhode Island.

At the national level, a number of nongovernmental efforts are underway to encourage talented students and professionals to enter the teaching profession. Since 1988 more than 370,000 individuals have responded to public service announcements developed by Recruiting New Teachers, a nonprofit group dedicated to improving the size and quality of the nation's teaching force. Teach for America, established in 1989, received 2,500 applications from college seniors from prestigious colleges and universities for 500 teaching positions in needy rural and urban school districts.

Rebuilding Teacher Education. Since 1986 states have moved in a number of directions to improve teacher education. North Carolina requires prospective teachers to have majors in both an academic area and in education in order to obtain a baccalaureate degree. A committee composed of members of the state board of education and the governing board of the University of North Carolina oversees teacher education reform in the state. The joint effort has been critical to developing more effective working relationships between North Carolina schools and colleges. Tennessee adopted a teacher education policy that includes a comprehensive general education core, an academic major, and focused professional preparation. The policy calls for improved induction through a one-year internship or through an enhanced student teaching experience and a beginning teacher program for the first year of employment. Texas limited education courses to eighteen semester hours including student teaching. Virginia limits students' education courses to eighteen semester hours excluding student teaching. Massachusetts and Washington abolished the undergraduate degree in education. Although states differ widely in the specific design of teacher education programs, there is a clear consensus that studies in arts and sciences must be strengthened and that new approaches are needed for initiating beginning teachers.

Standards for teacher education program approval at the state and national level also have been changing. In Vermont, higher education presidents and state education leaders signed a compact in response to the state board of education's challenge to higher education leadership to develop a new program approval system that is based on results. In exchange, the state board will freeze its program approval process for two years. In fall 1988 the National Council for the Accreditation of Teacher Education (NCATE) implemented new standards. Of the first 130 institutions that have come up for review, 28 percent were denied accreditation. Arkansas, North Carolina, and West Virginia now require NCATE approval for state teacher education program approval. Nineteen states have agreements for joint NCATE/state on-site reviews.

At the institutional level, a number of promising activities have been developed over the past few years. Efforts are

"Education today is not a luxury, intended only for the elite or well-to-do. It is the foundation of our standard of living and working men's and women's ability to get good-paying jobs."

Evan Bayh
Governor of Indiana

underway to encourage college and university presidents to assume a leadership role to improve teacher education. Both the Holmes Group, a consortium of research universities, and Project 30, a collaborative effort of thirty institutions, are focusing on involving both education faculties and arts and sciences faculties in redesigning teacher education. In its 1989 report, *Tomorrow's Schools*, the Holmes Group also called for the creation of professional development schools where both school and higher education faculties would share responsibility for teacher training. The Ford Foundation is now funding the establishment of professional development schools in seven sites around the country. The Exxon Education Foundation is supporting the American Federation of Teachers' design of professional practice schools in three sites.

However, after a five-year national study of teacher education, John Goodlad's 1990 report, *Teachers for Our Nation's Schools*, found teacher education still in need of major reform. At the state level, policymakers remain convinced of the need to bring about more improvement in most institutions.

Increasing Compensation. States made considerable progress in raising teacher salaries during the 1980s. Nineteen states now have state-mandated beginning teacher salaries. In 1989-90, according to a survey by the American Federation of Teachers (AFT), the average beginning teacher salary was $20,476. Eight states start teachers at salaries above $22,000. The average teacher salary for 1989 was $31,315. Using an adjustment for interstate differences in the cost of living, AFT reports that California, Illinois, Michigan, Minnesota, and Wisconsin paid teachers the highest salaries in 1989-90.

Since the 1985-86 school year, teacher salaries have slightly outpaced inflation. In real dollar terms, teacher salaries now have roughly the same purchasing power as they did in the early 1970s, figures similar to the wage-level recovery of the entire workforce's wages. Teacher salaries also grew at a faster rate than salaries in many other professions in 1989. However, both beginning and average teacher salaries still lag far behind earnings in other professions. This discrepancy is most problematic when attempting to attract individuals with scientific and mathematical expertise to the teaching profession. Thus far, however, differentiation in salaries for mathematics or science teachers has not been feasible politically. Increases in teacher salaries have largely been across-the-board raises, with little differentiation based on either performance or supply and demand.

An exception is North Carolina's 1989 legislation that granted school districts the opportunity to develop differentiated pay plans. The plans were required to differentiate among participants and not offer across-the-board raises. All 134 local districts in the state developed plans that included options such as paying more for factors such as expanded responsibilities, improved student or school outcomes, meritorious performance, or participation in staff development.

Redesigning the Structure of the Teaching Career. In 1986 the Task Force on Teaching recognized that one of the major problems with the teaching career was that it was flat and that the only way for a teacher to advance was to leave the classroom. One strategy states have used to address both the structure of the career and the need to link compensation to performance is the creation of career ladders and other teacher incentive plans. The Southern Regional Education Board has tracked teacher incentive policies for the past seven years. According to the board, studies of teacher incentive programs show that changes are occurring in the way teachers are evaluated. There is a growing focus on results in the classroom, and some studies indicate improved student

learning. However, evaluations also point to numerous difficulties in implementation. In many instances, teachers are reluctant to take on new roles, and district "readiness" in terms of board support, communication, inservice training, and other factors is proving to be critical. Teachers have been more receptive to incentives that provide additional pay for additional work and more hostile to programs that are performance-based and highly selective.

During the past year, states that were among the first to establish statewide career incentive programs have chosen to continue or expand their initiatives. For example, funding and participation for Missouri's career ladder has increased steadily since the program began in 1986. Tennessee's voluntary program now has 99 percent of all eligible teachers participating in the career ladder. Nearly 28 percent are at the higher levels of the ladder. This year, Arizona expanded its five-year career ladder pilot to a statewide project beginning in 1992-93. This was based on an extensive evaluation that showed gains in student achievement in the pilot districts. Over a period of eight years, the California Mentor Teacher Program has quintupled in size. In Utah, which has had a career ladder program since 1983, ten school districts received their career ladder funding this year in a "block grant," which frees them from program requirements and reporting.

However, it is clear in 1990 that, for the most part, the teaching career is still flat; for the vast majority of teachers, performance has little or no impact on their roles, responsibilities, or compensation, and job expectations change little from their first day of teaching to the day they retire.

Creating School Performance Incentives. Many states that have considered teacher incentive programs based on individual teacher evaluations are finding that school-based incentives are less controversial, can be implemented more quickly and easily, and are less expensive. The fundamental purpose for such programs is to offer financial incentives to schools for improvement on indicators such as student achievement, attendance, and dropout rate. The approach encourages educators within a school to focus on supporting each other to improve schoolwide performance, rather than to compete against each other for a limited number of individual rewards.

School performance incentives are intended to encourage teamwork and organizational cooperation. Most states using this approach provide financial rewards for teachers to use for school improvement, rather than individual compensation. Colorado, Florida, Indiana, Kentucky, Louisiana, Pennsylvania, South Carolina, and Texas are now developing or implementing school performance incentives.

As state policymakers design school performance incentives, careful attention must be paid to the indicators used to determine school success. An increase in test scores accompanied by an increase in the dropout rate obviously is not an accomplishment. Average gains in student outcomes can obscure continued poor performance among low-achieving students. In addition, there is widespread consensus that current student tests that emphasize low-level skills and multiple-choice formats must be changed. Rewarding educators for a school's improvement on current measures encourages teachers to focus on basic skills rather than on students' ability to integrate complex knowledge. Kentucky's new legislation includes rewards and sanctions for individual teachers based on improvement in each school's student outcomes. Multiple indicators will be used, including the student dropout rate and improvement at the lowest levels of student performance. The state plans to develop new forms of performance assessment that reflect desired learning outcomes.

"I propose we try a new performance-oriented approach to public education by setting clear goals and evaluating schools by improvement in student performance."

Mario M. Cuomo
Governor of New York

Restructuring Schools to Improve Teaching and Learning. The Governors' recommendation to alter the organizational structure of schools in order to create more productive working and learning environments for students and teachers was one of the most significant in the *Time for Results* report. Recognizing the importance of this effort, the Governors attending the 1989 summit with the President in Charlottesville reemphasized their commitment to undertake a major effort to restructure the education system in each state. NGA will release a report on state restructuring initiatives in 1991.

States involved in restructuring efforts are designing new forms of professional development to cultivate the teaching needed in restructured schools. One of the key concerns in Delaware's Re:Learning initiative is the need to invent new approaches to teaching that dramatically alter the teacher's traditional role in the classroom and concurrently shift the roles of principals, district leaders, and state officials to support teachers. The school leadership chapter in this volume notes a number of state leadership training activities that include teams of administrators and teachers. Several states recently created professional development academies or centers, including Kentucky, New Mexico, South Carolina, and West Virginia. New Mexico's Center for Teaching Excellence was designed to change teaching styles and the teaching and learning process at all levels of the system from kindergarten through postsecondary education. Education groups also are providing extensive professional development activities to their members. For example, the National Education Association's National Foundation for Improvement in Education provides technical assistance and training to teachers to assist them in identifying and solving their classroom problems.

Lessons Learned

States' policy initiatives to improve the teaching profession proliferated during the past decade. What are some of the key lessons for state policymakers from these efforts?

First, policies to improve teachers and teaching must be linked to policies to improve student learning. This requires a comprehensive, systemic approach to changing the policy environment in which teaching and learning take place. Restructuring requires changes at all levels of the system—the classroom, the school, the district, and the state. However, policymakers and educators must understand that simply changing roles or organizational patterns and governance structures will not necessarily result in improvements in the teaching and learning process. Instead, such changes need to be driven by student-oriented performance outcomes.

Second, though states and institutions were warned that raising standards would exacerbate the teacher shortage, the fear was largely unfounded. Serious shortage problems still exist in some subject areas and in some localities, yet they are not the result of higher standards. In fact, enrollments rose significantly in most institutions that raised their standards. There is one important caveat—higher requirements for test scores and grade point averages did have a negative impact on the supply of minority teacher candidates in colleges and universities.

That caveat leads to the third lesson: Special strategies and committed state leadership are required to address the supply of minority teachers. Increasing the supply of minority teachers requires a comprehensive approach, beginning with improving minority student achievement at the elementary and secondary levels and continuing with initiatives to encourage and support minority students and adults interested in pursuing teaching careers.

State policymakers also have learned that teacher education is not easily reformed by state mandates. To stimulate needed changes in institutions, states will need to explore a variety of policy tools. An outcome-based system for teacher preparation and licensure, linked to the skills and knowledge needed for new roles in schools, must be developed through a collaborative effort of policymakers and educators at both the higher education and school levels.

Unfinished Agenda

The *Time for Results* agenda for improving the teaching profession remains largely unfinished. While much has been done, the system remains fundamentally unchanged. State efforts to restructure the system must continue to address the need to improve teachers' skills and knowledge and to recruit more and better teachers.

As states focus attention on these issues, policymakers must take a hard look at two additional issues. First, the fact that teachers will no longer be able to teach competently with just preservice and occasional inservice training has not been adequately addressed. Professional development must become an expected and routine part of the job, not a frill. The best companies in the nation recognize the critical importance of investing in human resource development to maintain their competitive edge. In order to target school-specific concerns, professional development must be shaped by teachers. It must focus on the skills and knowledge teachers need to help students achieve desired outcomes.

Second, it is unrealistic to project that states and localities will be able to afford the salary levels that would be necessary to lure vast numbers of high-caliber college students from entering more lucrative professions. As long as teacher supply and demand projections assume that schools will continue to be organized with one licensed professional assigned to a classroom of students, teacher salaries and teacher quality will never reach competitive levels. However, the current model only makes sense if the licensed professional is lecturing and the students are listening. If students are actively engaged in a wide variety of learning activities in school and in the community, different staffing configurations become both necessary and viable. Students are likely to need more interaction with a larger number of adults, but they do not have to be licensed teachers. One highly paid licensed professional working with paraprofessionals, community members assigned as mentors to students, graduate students from local universities, and student peer tutors would provide an alternative staffing arrangement that would increase the student/teacher ratio while dramatically reducing the student/adult ratio. Experimentation with different staffing patterns will be needed to seriously address quantity and quality problems in the teaching profession.

State Examples

- **CONNECTICUT** developed one of the most comprehensive teacher reform initiatives in the country as part of its 1986 Education Enhancement Act. One of the unique features of the reform package is that equal attention is devoted to assistance and accountability. The assistance initiatives include a cooperating teacher program, an alternate route to licensure, a mentorship program during the first year of teaching, summer institutes for experienced teachers, and a mandated professional development program for experienced teachers that is tied to licensure. Assessment initiatives include an essential skills

test for admission into teacher preparation and subject matter examinations to assess content knowledge prior to awarding an initial license. Two performance assessment components are in place or under development. Assessment center approaches are being designed to augment classroom observation assessments.

Although these initiatives have been implemented fully for only two years, Connecticut is already seeing an impact. Overall, the quality of candidates entering the teaching profession is improving significantly. The state's supply of teachers far exceeds demand in almost all subject areas. High assessment standards have screened out 25 percent of prospective teacher candidates. Statewide evaluations indicate that professional development activities have significantly changed teaching norms for both beginning and experienced teachers. Reforms have helped to differentiate staff and provide career options for teachers to serve as assessors, mentors, cooperating teachers, staff developers, trainers, and lead teachers.

■ **SOUTH CAROLINA's** Target 2000 legislation, passed in 1989, emphasizes the importance of moving beyond basic skills to problemsolving skills. This emphasis is incorporated in new program approval standards for teacher preparation and in requirements for evaluations of student teachers, first-year teachers, and experienced teachers. The legislation makes clear that teachers are expected to teach higher level skills to all students, including those at risk of school failure. Recognizing that textbooks and tests exert a powerful influence on teaching practices, the legislation also calls for textbook adoption and test selection policies to reflect the emphasis on these more demanding skills.

"Teachers are the front line of opportunity."

Carroll A. Campbell Jr.
Governor of South Carolina

Target 2000 also included funds for a Center for the Advancement of Teaching and School Leadership. The center is now housed at Winthrop College. The center is providing a vision of restructured schools and training to teachers and administrators committed to improving teaching and learning. Collaboration is required among both public and private institutions involved in teacher preparation.

■ One of **VERMONT's** four education goals states that "Vermont will attract, support, and develop the most effective teachers and school leaders in the nation." In 1989 the state established an advisory standards board for professional educators with a teacher majority. The board defined a set of standards endorsed by the state board of education this year. Vermont has taken a unique approach to relicensure. By September 1991, every local school district will have a local standards board with a teacher majority in place. Each teacher seeking relicensure will prepare an individual professional development plan in collaboration with the local board. The board is charged with approving the plan and teachers' performance in completing the activities before recommending the teacher for relicensure to the state board. Vermont's local standards boards are reported to be the first such initiative in the country.

Vermont also has taken a novel approach to teacher education program approval. Following a challenge from the state board of education, Vermont higher education presidents and state education leaders have signed a compact designed to improve teacher preparation programs. Higher education officials agreed to develop a new program approval system that focuses more on

what teacher candidates know and can do in the classroom, provides reliable ways of measurement, and assures the public that graduates meet the state's new licensing standards. In exchange, the state board will waive its approval process for two years. This move is part of an overall state effort to deregulate in exchange for higher educational performance.

■ **WASHINGTON** has made the improvement of the teaching profession the state's central strategy for improving student performance. Schools for the 21st Century is a six-year pilot grant program designed to determine whether increasing local decisionmaking authority will produce more effective learning. The legislation authorizes funds to support ten additional days for teachers beyond the 180-day school year as well as additional funds for technical assistance and staff development. Like many other state restructuring efforts, applicants can request waivers from certain state and local rules and regulations and union provisions. The state is now funding thirty-three local projects with a budget of more than $7 million.

A parallel strategy focused on restructuring the teaching profession is the change in state requirements for licensure. Washington's Teaching as a Profession Act abolished the undergraduate degree in education. The state board of education and the higher education coordinating board have adopted standards for a new master's in teaching degree. The new degree is designed for prospective teachers who have a bachelor's degree but no pedagogical training. Although the standards do not go into effect until 1992, several public and private institutions began offering these new restructured degree programs this fall. The remaining institutions are now planning their programs. As of 1992, to qualify for a continuing professional license, all teachers will be required to have a bachelor's degree in arts, sciences, or humanities as well as a master's degree in teaching; or a bachelor's degree, required pedagogical coursework, and a master's degree in arts, sciences, or humanities. The change in state policy has stimulated a range of different designs within institutions to meet the needs of prospective teachers. Deans of education report that students entering programs are older, stronger academically, and more mature than the students who had traditionally been attracted to teacher preparation programs.

PARENT INVOLVEMENT AND CHOICE

Parents play an indispensable role in the education of their children. Fathers and mothers who become involved greatly increase the likelihood that their youngsters will succeed both in school and outside of school.

The Governors understood this in 1986 and are even more aware of it today. The Task Force on Parent Involvement and Choice identified parent involvement as the most important factor in raising student achievement. The task force asserted that states can enhance the opportunities for parents to become involved by:

- Working with school districts and universities to train teachers in effective parent involvement techniques;
- Creating a climate for greater parent involvement in their children's education;
- Providing incentives for school districts to establish programs that draw parents into decisionmaking processes; and
- Adopting legislation that provides families with choice among public schools throughout the state and allows high school juniors and seniors to use funds to attend postsecondary institutions.

Since the report's release, activities to involve parents have proliferated, as have programs allowing families to choose the school in which to enroll their children. These programs are designed partly to increase parent involvement and can be a way for parents to directly influence their children's education.

As states move into the 1990s, discussion of both parent involvement and choice continues to accelerate. A large majority of states report new or expanded policies to involve parents. These policies are fueled by research linking them to higher student grades and test scores, more positive student attitudes, and healthier school climates.

But significant challenges remain. Leadership and staffing for parent involvement at the state level are minimal. In most districts, participation in parent involvement activities is limited, and efforts to draw parents into the educational fold remain fragmented and inadequately financed. Changing family structures—for example, more divorces and single-parent households, more working mothers, an increase in poverty, and more parents who speak little or no English—often thwart efforts to involve parents in their youngsters' schools and learning. In the past four years, progress has been made toward giving families more educational options, but here too, much work remains to be done.

How far has state policy progressed since 1986? What have states learned? What aspects of their educational agendas remain unfinished?

PARENT INVOLVEMENT

Twenty of forty-seven states responding to a fifty-state survey released last spring reported enacting legislation to promote collaboration between schools and homes. However, the survey, which was conducted by Frank Nardine, an education professor at the University of Wisconsin at Milwaukee, reported that only four of those twenty states mandated involvement; most states encouraged districts to reach out to parents as part of a broader initiative, such as Head Start, Chapter 1, or the Education for All Handicapped Children Act. And most states have not made legislation on parent involvement a high priority. In each of the four states requiring districts to involve parents in the education of their children,

limits were placed on the type of participation required. For example, Missouri and Oregon require districts to work with parents only until their children reached school age. In addition to states that have passed legislation, six other states have adopted regulations pertaining to parent involvement.

States devote very little staff time to parent involvement activities, the survey found. On average, state education agencies nationwide allocated about one full-time staff person for every 500,000 public school students.

Most states lack a coordinated or centralized effort to involve parents in education; most often, programs are scattered among a wide variety of state offices and programs. In some states, however, movements are afoot to develop a comprehensive policy calling for parents to become more involved in their children's education. California, for example, has developed a three-year strategic plan for coordinating parent involvement activities within the department of education, providing training to department staff, disseminating state policy to districts, and promoting parent involvement and parent-teacher partnerships. A handful of other states, including Minnesota, have adopted or shown interest in similar policies.

At least two states, New York and Pennsylvania, have established offices that aim to increase parent involvement. New York is implementing initiatives related to parent involvement and parent education. Pennsylvania is providing schools with technical help for family and community involvement.

Some states are working with employers to encourage parent involvement in schools. For example, the Florida Department of Administration is considering a policy allowing employees administrative leave to participate in school activities. Colorado has a pilot program in several state agencies to enable parents to participate in school activities.

Some states have developed plans to train educators and administrators in techniques to encourage parents to share educational responsibilities. Colorado and Michigan require teachers to receive training in effective ways to involve parents, while Utah has a plan that provides teacher training and assistance to principals and district leaders to establish or improve parent involvement programs, including volunteer networks.

Thirty-four states have followed the lead of Missouri, which in 1984 became the first state to mandate that every district offer a program of parenting education to the families of infants and preschoolers. Most of these programs, however, are designed on a smaller scale.

Some states, such as South Carolina, mandate district and school councils and committees that include parents. However, parent participation is often perfunctory; often only one or two parents are selected for each council or committee, and they receive little if any training that helps them participate fully.

A few states are taking tough measures to force parent involvement. For instance, Arkansas, Maryland, Mississippi, and Texas have threatened to fine or jail parents who refuse to attend parent-teacher conferences or disciplinary meetings about their children.

Several states link family public assistance to school attendance; parents whose children fail to comply with compulsory attendance laws may have their welfare payments reduced. Wisconsin's Learnfare program, for example, cuts the welfare benefits of families with children thirteen to nineteen years old who have poor school attendance without good cause. The Governor is now attempting to expand the program to include families with children six through twelve years old.

"Some people spend more time taking care of their lawns than they do taking care of their children's education. Well, I guess grass grows easier than kids."

James R. Thompson
Governor of Illinois

Lessons Learned

From these and other efforts to promote involvement, educators and policymakers have learned several important lessons.

The relationship between parents and schools is often distant, particularly with low-income parents, and many parent involvement activities fail to address issues that concern the disadvantaged. About one-third of parents responding to a survey of 600 Maryland elementary schools conducted at Johns Hopkins University did not attend a conference with a teacher during the school year, seldom if ever talked with a teacher by phone, and had never discussed their children's progress in depth with teachers.

Effective programs, at both the state and local level, do not adhere to any one design. The best ones are comprehensive, use a combination of approaches, and attempt to meet the needs of a wide range of parents.

Policymakers and educators must adjust parent involvement efforts to new family structures and styles and recognize that they must work hard to reach those who are not white, middle class, or American-born. For instance, teachers or parent coordinators may need to make home visits during early morning or evening hours to accommodate parents working outside the home. Documents may need to be translated into foreign languages for the benefit of non-English-speaking parents.

Many families lack the time or motivation to participate in educational activities within schools. Therefore, educators must find more activities in which parents and children can engage at home. For example, parents can be asked to read to their children regularly, encouraged to supervise homework, and can be provided with games that build on but do not duplicate what children learn in school.

Efforts to involve parents must continue throughout students' school years. Unfortunately, research shows that parents' interest in their children's education drops off as the children mature—often as early as the elementary school years. Schools must reach out to parents during their children's infancy and must design programs that build on parents' early enthusiasm for the education of their children.

More and better ways also must be found for parents to help set school policies and decisions—for instance, by including them on advisory councils or committees on such issues as curriculum, safety, and personnel.

Whatever form parent involvement takes, it must mesh with broader academic goals of the schools.

CHOICE

Many American parents have always been able to select schools for their children. Those with enough money have enrolled their children in nonpublic schools or have moved to the district of their choice. Those with sufficient information have learned to manipulate local transfer procedures. Magnet schools, traditionally established as a tool to promote voluntary desegregation, have provided options for some parents, and many states have allowed a limited number of students with special needs to attend schools outside their own district.

Since 1986, however, state-mandated choice programs that increase options for more parents have increased (although the number of students enrolled in them as a percentage of those eligible to do so remains small).

At least seven states have passed laws allowing interdistrict choice, enabling students to attend the public school of their choice outside their own districts. (Generally, student trans-

fers are not allowed if they would disrupt racial balances.) Minnesota, which began its Open Enrollment Program in 1987, has provided a model for similar programs in other states, including Arkansas, Idaho, Iowa, Nebraska, Ohio, and Utah. Interdistrict choice is under consideration in other states as well.

At least nine states have passed postsecondary options laws allowing high school students to take college courses at state expense. These credits count toward high school graduation and also are generally accepted as credits at postsecondary institutions. States with some form of postsecondary options include Arizona, Colorado, Florida, Louisiana, Maine, Minnesota, Missouri, Utah, and Washington.

Many states have established statewide schools focusing on a particular subject or area. For instance, Alaska, Louisiana, Mississippi, North Carolina, Oklahoma, and South Carolina offer schools that focus on math, science, and/or the arts.

At least three states—Colorado, Ohio, and Washington—require intradistrict choice, in which local districts must allow students to transfer to other schools in their own district if space permits.

Beyond such state initiatives, federal and local efforts have thrust choice further into the limelight. Some of the state and local programs have been established primarily to encourage desegregation. But others have been set up to diversify course offerings and programs, to prevent dropouts or to pull dropouts back into the schools, or simply to provide more options for parents and students.

Few if any programs allow unrestrained choice; most are regulated to prevent racial and social class segregation and to make choice accessible to low-income families.

In the past few years, the focus has shifted from vouchers (which provide money for parents to enroll their children in nonpublic schools) and tax credits to public school choice. In Oregon, voters defeated a choice initiative on the ballot in November that would have created a tax credit to allow families to recover up to 80 percent of the expenses they incur for each child who is taught at home or enrolled in a private school. Vouchers and tax credits still have many adherents, however.

In the past few years, discussion also has surfaced about enabling new providers—groups of teachers or community groups, for instance—to create schools. A bill allowing teachers to do so passed the Minnesota Senate this year, although it failed in the House.

"Families choose the day care centers and colleges their children attend. Now, they'd like to choose the public school that's best for them."

Booth Gardner
Governor of Washington

Lessons Learned

As choice programs have developed during the past few years, states have learned much about them.

Choice is not a panacea. It is just one strategy—albeit an important one—that can help restructure and improve American schools. Choice also can create conditions that allow other educational improvements—for example, specialized programs can help draw dropouts back to school.

Research shows that choice can lead to better schools, although it is uncertain whether choice alone can improve American education overall. As a recent report on choice from the Association for Supervision and Curriculum Development states, "The findings do not support an unqualified contention that 'choice works.' More likely, choice is related in complex ways to a host of factors that distinguish high- and low-performing schools." For example, choice may help motivate students and spur them to achieve, but only in the context of other conditions, such as district and school commitment to develop strong instructional programs.

"Just as no two students are alike, no two schools are alike. Families should be able to find the best fit instead of anchoring students to arbitrary boundaries."

John Ashcroft
Governor of Missouri

Choice must be equitable. Programs will not succeed if they are detrimental to minority, at-risk, or low-income students. Programs must be open to students of all backgrounds, and admissions should not be made on a first-come, first-served basis, which can favor the better educated and more affluent. Moreover, states and districts must plan transportation carefully, since low-income parents are less able to transport their children to school at their own expense. Resources also must be spread fairly among varying choice programs, and information and counseling must be available to help parents, particularly disadvantaged ones, select appropriate schools for their children.

Choice is not a low-cost reform if it is to be effective and fair (though it is often hard to separate costs specifically related to choice from those required for overall school improvement). Transportation is a large expense, as are parent information and outreach, planning, staff development, and technical assistance. Building renovations also may be costly. Experts emphasize the importance of providing safe and pleasing magnet schools in declining neighborhoods, since parents otherwise may not select them.

Choice programs must offer quality and diversity in order to be effective; schools and programs must be distinctive enough in their approach to education to offer students real options. Local staffs must be involved in planning and must receive adequate and individualized training so that they can carry out the program's mission.

States considering parental choice need not be overly concerned about large numbers of families choosing to attend school outside their home district; in Minnesota, for example, less than 0.5 percent of the total K-12 population currently is participating. Moreover, convenience tends to dictate who goes where; a survey found that Minnesota students were apt to attend a school outside their home district because of its geographic proximity or because their parents worked nearby rather than because of academic, extracurricular, athletic, or social factors.

State incentives must be devised to promote choice programs, and efforts must be made to eliminate disincentives. For example, a district will be less likely to support choice if it must accept a student from a neighboring district but the money needed to educate the student remains in his or her home district.

Provisions must be established to oversee choice programs and to modify them as needed. Evaluations must be made periodically to gauge the programs' effectiveness. Also, choice must be tied to school improvement. Schools not attracting applicants should be assisted in examining their educational missions and be provided with the resources needed to boost their effectiveness.

Unfinished Agenda

Parent involvement and choice appear destined to remain on state education agendas. Considerable attention has been given to the President and Governors' goal calling for all children to start school ready to learn by the year 2000. The goal calls for all parents to devote time each day helping their preschool children learn, and for parents to have access to the training and support they need.

Unfortunately, however, despite the overwhelming evidence of the effectiveness of parent involvement in improving American schools, much still needs to be done. In the next few years, several major areas related to parent involvement will require intensive state energies. According to Joyce Epstein, principal research scientist and director of the Effec-

tive Middle Schools Program at the Johns Hopkins University Center for Research on Elementary and Middle Schools, these areas include the following.

The training that teachers and administrators receive on the roles that families play in children's education must be improved. In many pre-service education programs, parents are presented in negative terms rather than as partners who can help youngsters excel.

Written policies that outline and discuss the state's commitment to parent involvement must be developed, and clearinghouses, libraries, and dissemination offices for parent involvement practices and research should be established.

A cadre of specialists in the use of parent involvement, such as master teachers, mentors, or lead teachers, should be developed. Funding and recognition programs for school districts and teacher-administrator-parent teams in individual schools should be established to develop and evaluate comprehensive programs in parent involvement.

States also can support the development of programs for special population parents; recognize the work of community educators in programs to increase parent involvement; encourage and recognize businesses that permit their employees to become involved in their children's education; and support research and evaluation of parent involvement pilot programs.

The challenges involving choice programs will be similarly daunting. In this area, states can provide more incentives that encourage districts to participate in choice programs; ensure that funding is equitable; provide parents and educators with reliable information (for example, by establishing statewide clearinghouses for information about individual schools and programs that might be replicated); and streamline transportation arrangements—for instance, by removing restrictions that prevent one district's school bus from crossing district lines (which is often the case because of insurance considerations). Policymakers also can work to ensure that money is available to reimburse low-income parents for transportation costs.

These and other actions tailored to the needs of individual states can help ensure that American children receive an education that enables them to meet their full potential.

"Parents are their children's first teachers and remain their best teachers."

Madeleine M. Kunin
Governor of Vermont

State Examples

- **ILLINOIS'** Urban Education Partnership Program shows that gains can be made in involving parents without a state legislative act—and without more state funds. The four-year-old program was the result of a state board of education decision to spend federal Chapter 2 discretionary funds on grants to individual schools with urban problems that wanted to change. Thus far, forty-three schools have been selected to receive money, and parent involvement has played a key role in virtually all of their reform plans. For example, one junior high developed a three-part program to encourage students to do their homework. The program involved opening up a homework center where students can receive help with their assignments; establishing homework contracts with parents and having weekly conversations with them; and developing videotapes of teachers providing homework instructions. An evaluation of the Illinois program has found it to be successful. Although the state funds individual programs for two years, about 75 percent of the participants have found other money to continue their efforts beyond this period.

- **IOWA** is one of at least seven states that has passed

legislation allowing parents to enroll their children in virtually any public school district in the state. The Iowa legislation, patterned after a similar program in neighboring Minnesota, enables students to choose districts starting in the 1990-91 school year. Iowa districts losing students will lose an amount equal to the average costs of educating those students, while districts gaining students will receive an amount equal to their average costs. Therefore, the state will contribute money to the program only to the extent that more students transfer from poorer to wealthier districts than vice versa. Iowa's law also enables districts losing more than 5 percent of their enrollment in the first year to prevent more students from leaving. Most students transferring in grades nine to twelve under open enrollment are ineligible for one year for interscholastic athletic contests or competitions.

■ **KANSAS** is one of many states that has followed the lead of Missouri to put in place a Parents as Teachers (PAT) program. PAT is a home-school partnership designed to give children the best possible start in life and to help parents in their role as their children's first teachers. An appropriation from the Kansas legislature allows ninety districts to receive money this fiscal year, which they must match. PAT is primarily a prevention program, designed to help children develop to their full potential during their first three years of life. PAT provides home visits by trained parent educators who suggest practical ways for parents to encourage their children's development; group meetings where parents can share experiences; monitoring and screening to ensure that youngsters do not reach age three with an undetected learning problem or handicap; and a referral service that helps parents needing special assistance. Supporters of the Kansas program hope to expand it over the next two years to enable all of the state's 304 school districts to receive funds.

■ In 1986 the **TENNESSEE** General Assembly appropriated $1 million to design and implement a statewide parent involvement initiative. The state financed eleven models at seventeen sites. Although the models differ, underlying all of them is an assumption that parent involvement positively affects student performance, attitudes, and behaviors. Tennessee funded the programs in two phases. In the first, districts with existing parent involvement activities viewed as having great potential received money to expand and improve their programs. In the second phase, several nationally recognized programs were replicated in districts to see if they would work well in Tennessee. In addition, the state department of education began a family math program at six sites intended to help parents understand their children's mathematics. A 1987 evaluation by the state department of education found that all the models increased the time parents were involved with the schools and with their children's education.

State Policy Overview

READINESS

In 1986 the Task Force on Readiness recommended in *Time for Results* that states ensure achievement for at-risk students. The task force urged states to:

- Increase access to quality early childhood development programs;
- Provide parent training;
- Encourage coordination of services to children;
- Improve schooling for all youngsters, including those at risk; and
- Create alternative programs for potential dropouts.

Four years later, the Governors and the President prefaced their statement of national education goals by saying: "The failure of students who are at risk of academic failure will become the failure of our nation." Since 1986, nearly every state and many local school districts have developed innovative programs to address the achievement of at-risk students. Some of these efforts focus on preschoolers, others target students in the elementary and middle school years, and still others aim to prevent students from dropping out of school.

Despite the development of many model and exemplary programs, states still have far to go in attaining success and higher achievement for all students. Existing programs to improve the achievement of at-risk students and prevent students from dropping out promote marginal rather than systemic improvement. Even the best programs have not been institutionalized. And states still have not found an effective way to disseminate information about model and exemplary programs from one school district to another so that their use can become widespread. Instead, schools and districts often develop good programs individually. As states move into the 1990s, they must move beyond this isolated approach to one involving more comprehensive reform of the education system.

Programs for At-Risk Preschoolers. An increasing awareness of the benefits preventive programs provide in helping at-risk preschoolers prepare for school has prompted nearly two-thirds of the states to develop early childhood education and parenting programs. The majority of these are pilot programs targeted to four-year-olds and are not statewide. However, a few states, such as Kentucky, are developing or implementing statewide programs for at-risk four-year-olds. Eleven states have provided additional funds to expand access to Head Start. Other states are revising or enlarging their preschool programs. For example, Texas initiated a statewide program for at-risk four-year-olds in 1984 that will begin serving three-year-olds in 1991-92.

Parenting Training. Building on the success of Arkansas' Home Instruction Program for Preschool Youngsters (HIPPY), Minnesota's Early Childhood Family Education program, and Missouri's Parents as Teachers (PAT) program, thirty states now sponsor programs that teach parenting skills. Research shows that these programs not only prepare preschoolers for kindergarten, but also motivate parents to improve their own reading and occupational skills. For example, Hawaii supports parent networking centers throughout the state that teach parents prenatal care and parenting skills, encourage them to become more involved in their children's development, and provide a place for adults to socialize. Colorado's pilot preschool program enables preschool teachers to visit the homes of at-risk youngsters.

Oklahoma recently created the Early Childhood and

"At-risk youth put our entire state at risk and this we cannot tolerate."

Carroll A. Campbell Jr.
Governor of South Carolina

Family Education Program (ECFEP) to serve families with children who have special needs. Based on the principle that parents should determine what is best for their children and take responsibility for providing it, ECFEP provides parents with home visits, school open houses, and public forums so that they have enough information to design appropriate instructional programs for their children.

At least eight states have developed programs specifically targeted to teen parents. Ohio's Graduation, Reality, and Dual-Role Skills (GRADS) Program teaches pregnant students and young fathers pre- and post-natal care, child-rearing skills, and goal setting. Project Leap, another Ohio program, offers teen mothers a chance to re-enroll in specially designed high school programs. The New Futures School in New Mexico offers high school courses, parental training, and child care for families headed by teenagers. By teaching parents who are in junior or senior high school how to balance the demands of school, work, and family, these programs have decreased the dropout rate for this population.

Targeting Students At Risk of Failure. States have undertaken a variety of programs in the past four years to identify and help at-risk students and to prevent them from dropping out of school. Many of these are piecemeal approaches including short-term and demonstration projects. A few are more comprehensive, such as Mississippi's unfunded "Better Schools" legislation, which focuses on at-risk students at all levels. Wisconsin's comprehensive policy for at-risk students has been in effect since 1985. Approaches that states use to prevent students from dropping out include identifying youngsters at risk of school failure at an early stage; establishing alternative schools and choice options, including college enrollment, for at-risk students; revoking dropouts' drivers licenses; increasing access to remediation programs; and providing early intervention programs, elementary school counseling, and mentoring programs.

Examples of these programs can be found in most states. For example, Indiana and Rhode Island are screening three- and four-year-olds to identify youngsters who may be at risk. Alabama, Florida, and Hawaii offer after-school programs for at-risk students. In Virginia, summer school is available for students who fall behind during the year. Virginia also is restructuring all of its middle schools to create better learning environments for students at a critical transition point. Georgia, Hawaii, and Nevada are among states that have adopted initiatives to reduce class size in early grades. In Kentucky, all elementary schools will be ungraded through the third grade beginning in fall 1992. Some states have implemented programs that focus on teaching higher-order thinking skills to all students.

A major effort targeting middle school youth is being supported by Carnegie Corporation of New York. Twenty-seven states are receiving assistance from the foundation to address the educational, health, and social needs of young adolescents. Youngsters at this age are particularly vulnerable to school failure and behaviors that place them at risk.

Hawaii, Louisiana, and Rhode Island have developed programs to encourage young children to prepare for college by promising a college education to those who pledge to stay in school and achieve good grades. Such programs often provide mentors to the participating youngsters.

An approach that is gaining acceptance in states is to revise curriculum and instruction so that all students are offered the opportunity to learn higher-order thinking skills. Examples of this approach include California's state curriculum and assessment initiatives to promote students' ability to think productively; Connecticut's assessment initiatives that

promote student thinking capacities within the context of mathematics and science; Florida's requirement that each district provide for teaching critical thinking; Iowa's initiative that calls for the interdisciplinary teaching of higher-order thinking skills; and South Carolina's new program to incorporate critical thinking and problemsolving throughout the curriculum for all grades.

State-funded second chance programs offer dropouts another opportunity for success. In California and New Jersey, dropouts can re-enroll in any school in the state. Courses taught at youth centers and employment offices encourage dropouts to "drop in" and prepare for the General Education Development (GED) test. Other states are supporting school-to-work transition programs and inviting adults to complete requirements for their high school degrees.

Because there has been little consistency from state to state or even district to district in the definition of what constitutes a school dropout, the extent of the dropout problem in the United States is unclear. Fortunately, thirty states and jurisdictions are working with the National Center for Education Statistics to develop a standard definition of dropout and collect data on dropouts by race/ethnicity, gender, and grade level. These statistics will further understanding of how many students drop out of school, who they are and why.

Collaborative Efforts to Serve At-Risk Children. To better serve the multiple needs of children and their families, many states have or are creating interagency task forces. In several states, health, education, and social service agencies are working together to design prevention and intervention programs to meet the needs of at-risk students. To encourage collaboration, many states appoint high-level coordinating councils, earmark resources for districts willing to develop innovative programs, and attempt to eliminate bureaucratic barriers to collaboration, such as duplicative eligibility forms. Illinois' Ounce of Prevention Fund, created in 1982, continues to leverage community services by cutting through bureaucracy and providing seed money when appropriate. In Kentucky, the state department of education and the Cabinet for Human Resources have developed a procedure for jointly providing assistance to parents and children.

To help ensure that children and families receive the support they need, many states have increased access to social service programs by integrating services at the school site. New York's Schools as Community Sites program has transformed elementary schools in fourteen distressed communities into multi-service centers offering health clinics, parent education courses, and recreation programs held at the schools at night, on weekends, and during the summer. Kentucky is creating family resources centers at elementary schools with a high proportion of children from low-income families and teen resource centers at secondary schools. These centers will offer integrated services to children and their parents.

A growing number of states are developing collaborative programs between higher education institutions and elementary and secondary schools to improve the academic preparation of at-risk children and keep them in school. Arizona's three boards of education—the Board of Regents, the State Board of Education, and the State Community College Board—have developed an Arizona Compact for Minority Student Achievement, which encourages educational institutions at all levels to form partnerships to improve student achievement. Grant money has been provided to local projects for cooperative planning among the three education systems. Targeted to nine urban areas, the Ohio Board of Regents is implementing a program that will promote

"We must make sure that when five-year-olds start kindergarten, they are physically healthy and intellectually ready to learn."

Cecil D. Andrus
Governor of Idaho

"We cannot afford to have our children dropping out of school because their education is the most fundamental investment that we can make in our future."

John R. McKernan Jr.
Governor of Maine

partnerships among communities, higher education institutions, and elementary and secondary schools to prepare at-risk students for college. Some of these urban partnerships provide early intervention for at-risk high school students. Texas now requires the Texas Higher Education Coordinating Board and the Texas Education Agency to work together to improve schools and to coordinate the disbursement of federal funds, including funds targeted to disadvantaged families.

Lessons Learned

Since early prevention is more efficient and effective than late intervention, it is crucial that states provide parenting education or other preventive measures to prevent the development of problems leading to the label of at risk. States also must identify at-risk children and provide comprehensive care to them and their parents. Preschoolers from families living below the poverty line—a growing proportion of very young children—are significantly less likely to receive medical care or attend preschool than their more affluent peers. According to the Education Commission of the States, 12 percent of preschool children have been exposed to conditions in which they are likely to have a significant degree of learning impairment. These conditions—such as prenatal drug exposure, lead poisoning, child abuse or neglect—may lead to delayed speech or retardation. It is critical that more youngsters be served by quality early childhood education programs and receive health care. To be most effective, such programs should be linked with adult literacy courses, job training, and training in parenting skills for their parents.

Since at-risk students and their families have many needs, helping these children requires an integrated approach. Coordinated social service programs help children by improving the quality and quantity of services that are readily accessible. Under the current fragmented arrangement, social services for at-risk individuals may be mired in red tape. However, coordinating services is not easy. Agencies have their own goals for serving clients, which may conflict with those of other agencies; they have different and sometimes incompatible eligibility standards, programs, and philosophies.

Even though they are all involved in delivering human services, the training of teachers and other professionals segregates them from one another. As part of their training, prospective teachers need to talk with health workers, social workers, and other providers to encourage joint consideration of client needs. But this is seldom done. Governors and other state policymakers need to continue to urge agencies to collaborate, by providing incentives or funding mechanisms that foster partnerships both within and outside government. Holding agencies accountable for jointly serving children also may be necessary.

During the past four years, states and localities have developed a number of innovative programs for preschoolers, at-risk students, and adult learners. Through these efforts, effective types of intervention programs have been identified. The challenge now is to replicate these successful programs in more places and to develop comprehensive policies. States have observed that students learn better from applied experiences. Clear links need to be made between schooling and work, particularly as students approach the high school years. Student transition points are particularly important—the middle school years, entrance into high school, and the transition from high school to work or college. Tracking and ability grouping of students, an entrenched school practice, has not improved student achievement. Many now view it as detrimental, not only for disadvantaged youngsters who are labeled

State Policy Overview

early as failures, but also for average students who benefit from classrooms in which all segments of society are represented. Teachers need better training in areas such as alternative methods of instruction and technology so they can work successfully with disadvantaged students and their parents.

Yet the lessons learned from state experience and research have not been widely applied. Tinkering with the current system is not enough to improve achievement for all students, particularly those who are most at risk. Wide-scale restructuring, including major incentives for student performance, will be needed.

Unfinished Agenda

The national education goals to increase student achievement and raise high school completion rates, and complementary state goals, offer state policymakers the opportunity to revitalize education and to focus on student outcomes. State incentives and school financing methods that reinforce the traditional education system must be reconsidered.

The lessons learned from four years of action also can spur the development of more programs. But these programs must fit into an overall framework that will guide state action. Successful school-to-work transition programs for eleventh- and twelfth-graders can be tailored to nontraditional learners such as adults and single parents. Private businesses can be encouraged to provide adult literacy and parent training courses for their employees. Distance learning programs can offer advanced mathematics and science and foreign language instruction to inner-city and rural schools. And all local communities must begin linking social services, health programs, and employment opportunities with the work sites in their community.

"Setting clear goals is the difference between children who can grow up and compete in this world and children who can't."

John Waihee
Governor of Hawaii

State and local governments must continue to urge or require schools and other social service agencies to work together to make existing programs more effective. Diverse funding from state, federal, and private resources must be combined to attack low student achievement. The challenge is to ensure quality without burdensome regulation. By measuring outcomes rather than inputs, state agencies can encourage schools and social service agencies to try innovative and collaborative programs.

Teacher and administrator preparation and professional development programs must train educators to work with a diverse student population and parents. Educators also need continued training in working with others who provide human service and with other groups and individuals outside the school system—business people, community groups, institutions of higher education, and parents.

State Examples

■ **CALIFORNIA** has developed a comprehensive plan for increasing the graduation rate by identifying the characteristics of youth at risk of dropping out, developing programs to combat these problems, developing public-private partnerships to help at-risk youth overcome their difficulties, and providing comprehensive services to help families succeed. By working with the public sector, the California Department of Education has developed a database that contains profiles of students and their educational status. Based on initial findings, the state has developed target programs for teens who are parents, substance abusers, and/or gang members. The state department of education plans to work with the Governor's office, several business councils, and local school

"We want for our children, for all children, food and safety for their bodies, education and culture for their minds, and dignity and freedom for their spirits."

Cecil D. Andrus
Governor of Idaho

districts to increase educational and employment opportunities for these students.

■ To reduce the gap between disadvantaged students and other students, **ILLINOIS** is piloting an acceleration program for children at risk. Twenty-five elementary schools have been selected to participate in a network of accelerated schools that offer fast-paced, challenging learning for students who frequently are placed in remedial programs. The acceleration program includes activities that pull these students out of the regular classroom setting. Schools were selected to participate based on their high concentration of at-risk youngsters. The state has provided staff training in the accelerated schools model and technical assistance for school teams to help them refocus their curriculum and instruction in this new direction. The schools will address ways to cultivate the belief that students, teachers, administrators, and parents each have a special responsibility for educating children; to identify and address students' individual needs and skills; and to integrate language-based strategies into the curriculum.

■ **MARYLAND** has created thirteen Family Support Centers around the state to provide community-based support services to needy families. Programs are designed to address problems related to health, education, poverty, and family stability. Families work with one caseworker on all issues in this integrated services approach. In another effort to integrate services to at-risk children and their parents, the Governor's Office for Children, Youth, and Families coordinates efforts of the Departments of Education, Health and Mental Hygiene, Human Resources, and Juvenile Services. The office also is implementing a program to provide parents of young children with improved parenting skills. Maryland's Tomorrow is a statewide program that works through state and local partnerships to prevent students from dropping out of school. State and local education agencies, the state Department of Employment and Economic Development, the Governor's Employment and Training Council, local private industry councils, and the Johns Hopkins University are engaged in a joint effort to provide at-risk students with year-round basic skills remediation, work experience, motivation and leadership development, student support systems, and a transition-to-work program. These initiatives are in addition to Maryland's many other efforts to work with at-risk children, including a long-standing early childhood education program for disadvantaged preschoolers, teen pregnancy prevention programs, and collaborative efforts between universities and elementary and secondary schools targeted to at-risk students.

■ **WISCONSIN** adopted comprehensive legislation in 1985 to address the causes of and potential solutions to truancy and dropout problems. This initiative required school districts to identify high-school-age students at risk of school failure and to develop a plan to address their problems. The state soon learned that their definition of at-risk children was too narrow and that their truancy laws were ineffective. In 1987 the state's compulsory attendance statute was changed to apply to students up to age eighteen and truancy laws were overhauled to provide earlier intervention and a wider range of enforcement options, including suspension of driver's licenses. Countywide truancy prevention planning was an addi-

tional element. The state also created a Families in Education Center within the Department of Public Instruction to oversee and encourage school districts' plans for family involvement in education. In 1989 the state expanded its definition of at-risk children to identify students as early as first grade. The new statute also required more parental involvement and community collaboration. It was found that as more students stayed in school, the need for a wider array of alternative education programs grew. Consequently, the Department of Public Instruction now is considering ways to encourage creative programming, alternative instructional methods, and staff development.

TECHNOLOGY

Radical changes in technology and its educational applications at all levels have occurred over the past four years. In 1986 the Task Force on Technology recommended that states:

- Encourage districts to develop technology plans;
- Train teachers to use technology;
- Help districts gain access to technology;
- Aggregate purchases and establish wider markets; and
- Stimulate technology research and development.

Today, almost all American schools have computers and VCRs, and students have greater access to them. More than 10,000 software products intended for educational use in schools and at home are on the market. Distance learning projects have proliferated. These developments reflect the desire of school districts, administrators, teachers, and parents to use new learning technologies.

But despite the gains, technology's potential to transform and customize American classrooms remains largely unrealized. Most school districts still do not turn to technology to expand and diversify; nor has technology been integrated into the instructional practices of most classrooms. In short, little progress has been made toward the central recommendation of the task force—to use state powers to help schools reorganize, using technology and other means, so that they become more effective and efficient.

States have made inroads in implementing the following recommendations of the task force:

Encouraging Districts to Develop Technology Plans. Today, almost every state has an administrative office in its department of education with responsibility for implementing state plans and programs and/or assisting local districts in their planning. Many states have adopted statewide educational technology plans; Texas and Virginia are among recent examples.

Training Teachers to Use Technology. Most states provide funds for general inservice training and staff development. In 1988 the Congressional Office of Technology Assessment reported that thirty-three states also provided some money specifically for teacher training in technology. In New Hampshire, for example, a Governor's education initiative provided funds for computer use, computer training, and networking assistance for 2,000 teachers.

But despite state-sponsored training, local districts remain the key providers for all inservice training for teachers, including the use of technology.

At least half the states require teachers to receive some technology training before they can be licensed. However, the majority of graduates of teacher education programs report that they do not feel ready to teach with computers, and most new hires say they received their best training from on-the-job experience and training in a previous district. Moreover, only half of the nation's teachers report that they have used computers in instruction, according to the Office of Technology Assessment. The office also has reported that inadequate access to technology hampers some teachers, while others fear technology and do not understand how computers can contribute to the curriculum.

Helping Districts Gain Access to Technology. Educational technology has moved steadily into the schools, enabling access for more students. But most schools do not have enough computers to make them central to instruction, and wide variations exist in the availability of computers within and between districts and states. Variations also exist between poor and more affluent schools. Black students typically have

State Policy Overview

"Clearly we can now make available the nation's rich educational resources to all students, regardless of geographic location or the wealth of the community, through satellite technology."

Wallace G. Wilkinson
Governor of Kentucky

less access to computers than do white students, especially in elementary schools, and students with limited English proficiency have the least access of all.

In 1988 the Office of Technology Assessment reported that U.S. public schools averaged one computer for every thirty students; the best estimate today is one for every twenty. VCRs are the second most prevalent new technology. The use of videodiscs linked to computers also has increased.

Money for educational technology is most apt to come from state and local sources. State budget categories often must be revised to permit flexible use of funds from equipment, bonding, and current expenses to be used to buy, depreciate, and replace hardware.

With hopes of increasing students' access to technology, Kentucky established a technology trust fund, which will set aside $45 million over two years to help local school districts make technology purchases. More money will go to poorer school districts. In Mississippi, the Governor initiated a cooperative effort between the state and various private foundations to place computer laboratories in elementary schools. About two-thirds of the state's elementary schools have received such labs since the program began two years ago, and the remaining elementary schools eventually are expected to have them. In New Mexico, the Governor has called for issuing bonds to supplement district computer hardware and software. To be eligible, schools must plan to use computers after school for adult literacy classes. West Virginia began a program that provides computer software to teach basic reading, writing, arithmetic, and computer literacy in elementary schools. Funded through the lottery, the program provides $7 million annually. State officials expect to eventually expand the program into higher grades.

Aggregating Purchases and Establishing Wider Markets. Much progress remains to be made in developing software. Basic math and language skills titles make up the majority of programs on the market. Software to teach more sophisticated thinking skills is in much shorter supply. Private software developers face a fragmented market, high development costs, and little protection from piracy. The *Time for Results* recommendation to aggregate purchases and establish wider markets has not been heeded enough to overcome this problem. Several initiatives by federal government agencies have helped to develop math and science curricula. However, recent state actions may establish models to contribute to development and market solutions. For example, the Texas State Textbook Committee for elementary school science opened a large market for software development when it announced to vendors that electronic instructional media systems could be submitted.

Stimulating Technology Research and Development. The task force recommended that each state devote a percentage of its education budget to research and development. Texas has done this by creating a Center for Education Technology at the University of North Texas. Its mission is to research and develop effective strategies for using technology in the classroom. Yet states and local school districts generally have not been able to contribute much to the broad research agenda that education technology invites.

Many barriers block the flow from research to development, evaluation, and dissemination, according to the Office of Technology Assessment. These barriers include the absence of a coordinated federal policy, limited and short-term funding, erratic political support, and the lack of coordination.

The use of distance learning has exploded in the states,

"We must provide our children access to an educational system which will empower them with the technical skills and knowledge necessary to succeed in the world of tomorrow."

L. Douglas Wilder
Governor of Virginia

driven by state-mandated curricular changes and increased graduation requirements. Fewer than ten states promoted distance learning in 1987. One year later, two-thirds of the states reported using distance learning, and today virtually all states do so. The growth in distance learning has been particularly beneficial to small and rural schools, which can use telecommunications technologies to provide courses such as foreign languages and advanced mathematics and science. Distance learning also has enabled large school districts and cooperating schools in metropolitan areas to provide specialized classes that otherwise would be unavailable, such as Japanese and Russian languages.

Some states have subsidized the cost of establishing transmission and program capacities and have helped pay the cost of developing distance learning systems. For instance, Iowa is investing $50 million in a statewide telecommunications infrastructure. And Missouri has found an innovative funding source to subsidize distance learning by taxing videotape rentals, which is expected to bring in revenues of $5 million this year.

Lessons Learned

In developing their educational technologies, states have learned several lessons.

First, statewide policies for technology are crucial, and leadership is needed to develop them. In states in which policies have not been articulated, the planning and implementation of technology often are carried out haphazardly. State and local planning must be ongoing, given the continually changing technologies and the potential for expensive mistakes. Debate continues in some states as to whether planning should be done locally, to meet the needs of individual schools, or regionally, to save money in technology purchases. The ideal may be to develop statewide standards for hardware and software to ensure compatibility.

Second, if technology is to be widely used, teachers and administrators need training. Training to use technology must be a part of every entry-level teacher's preparation and should continue throughout a teacher's career so that he or she can keep abreast of developing technologies. The most effective training is accomplished within the curricular area in which the technology is to be used. Teachers should learn how to use various technological devices, understand their instructional potential, and develop an openness to experiment.

Third, making computers and software more available to teachers improves their instructional effectiveness and productivity. The Minnesota Department of Education has helped teachers use applications software as tools to improve their instruction, develop the curriculum, and manage the classroom. Teachers can use computers not only for word processing and desktop publishing, but also to develop databases, generate tests and forms, and keep track of grades.

Fourth, federal rules on television, cable, and telephone transmissions can negatively influence the educational use of technology. Federal and state telephone rates fail to recognize education as a privileged user, which threatens the cost of some transmission. State telecommunications coordinating bodies need the strong voice of educators at the table to ensure that their interest is represented.

Distance learning has brought to light some regulatory barriers, which must be addressed in order for states to avoid cutting off innovative educational options. State regulations may be breached as instruction takes place by teachers from outside the district, outside the state, in varying size groups, and with varied materials. Therefore, states may have to

review and reconsider requirements for teacher certification, course credits, curricular materials, and class size.

Unfinished Agenda

Research in cognitive science, developments in information technology, and schools and teachers who are open to experimentation all create a fertile environment for improving education. Continuing at our current rate, the nation can expect more technological experimentation in schools, steady but slow improvement in software, and spotty access to technology. This is insufficient. If we wish to use technology to its full potential, a greater investment will be necessary. Policymakers at all levels of government will need to focus their attention on four closely related areas:

- Expanding the amount and capability of technology in schools;
- Providing more training and support for teachers;
- Encouraging innovation in educational software; and
- Supporting research, development, demonstration, and evaluation. The ties between research and the classroom must be emphasized.

In addition, state policymakers will need to determine how best to coordinate statewide telecommunications activities, choose coordinators, and define their decisionmaking responsibilities. This process must involve the state education agency, higher education bodies, telecommunications divisions in several agencies, the state rate-setting authority, and private telecommunications companies.

States also must continue to deregulate in ways that enable local districts to make better use of technologies—for example, by providing flexibility in teacher certification, or by waiving class size regulations.

Significant work also is needed so that technology supports the reorganization of schools. During the 1980s, many attempts have been made to launch "schools of the future" by using new technology to drive the school vision. Educators must work instead to enable the vision of a restructured school to drive the use of technology. For example, a school that sets out to break down teacher isolation can provide teachers with computers and encourage them to use telecommunications to share ideas with their colleagues.

State Examples

- **KENTUCKY** has greatly expanded efforts to incorporate technology into education. The Education Reform Act of 1990 created a Council for Education Technology, which in January 1991 is expected to present to the General Assembly a five-year plan covering all aspects of educational technology from primary school through higher education. The council's other responsibilities include creating, overseeing, and monitoring a statewide network of educational technology products and recommending a policy to develop a statewide fiber optic system for educational technology through a private-public partnership. Kentucky also has appropriated money to the state's educational television system to provide distance learning programming through the state. Satellite dishes now are being installed at all schools throughout the state. Finally, Kentucky is developing an "outcome-based" curriculum. One of its focuses is on science and technology. The state aims to have students learn about technology by using it.

"We have the capacity to lead the nation in educational excellence and I am committed to achieving that goal. Our children deserve nothing less."

Madeleine M. Kunin
Governor of Vermont

■ **MICHIGAN** is viewed as a leader in distance learning programs. Beginning in 1984-85, the state board of education and the state department of education, through a series of competitive and discretionary grants, began encouraging school districts to explore ways to use television technology more creatively in the classroom. Since then, the state has awarded grants totaling about $4.2 million to schools, colleges, and universities to develop and implement model telecommunications systems and statewide services. The state now has more than thirty-six distance learning projects, which provide everything from advanced mathematics and science instruction to foreign language instruction. Most of the projects are for secondary school students, though the state also is encouraging elementary schools to become involved in distance learning. A report from Michigan's Telecommunications Task Force, which unveiled findings and made recommendations in M. ' 1990, also has boosted educational technology efforts. The report outlines a comprehensive telecommunications strategy.

■ **TEXAS** took a major step in August 1990 when its textbook committee for elementary science gave preliminary approval to a science program for grades one to six that uses "interactive videodisc technology," thus providing a large market worth competing for. The state board of education is expected to approve the program in November. The science program, developed by a New Jersey company, teaches science using a combination of techniques: still photographs, video, and audio. For example, elementary school children using the program are able to see filmed footage of a tornado, view graphics that explain how weather patterns create a tornado, read about tornados, discuss tornados, and take a test on tornados—all in either English or Spanish. The textbook committee's action was preceded in 1987 by a decision of the Texas legislature to broaden the definition of a textbook to include computer software. Many educators view the committee's action as a major step toward legitimizing what technology experts have long been fighting for—the use of technology to change interactions in the classroom. Already, several states have contacted Texas with an eye toward following its example.

■ In June 1989 **VIRGINIA** adopted its Six-Year Technology Plan. It recommends strategies that state agencies and local districts can use to bring about improvements in three major areas: equity in access to education; excellence in the quality of teaching and learning; and computer networks that can link learners in Virginia, the nation, and the world. Separate initiatives cover such areas as teacher training, instructional computing, distance learning, electronic communications networks, department of education equipment and training, and evaluation, research, and development.

SCHOOL FACILITIES

In 1986 the Task Force on School Facilities stated: "Most education improvement efforts seek to change what happens inside school buildings, not how those buildings are used. Yet America's school facilities represent an enormous, and often underutilized, resource." Four years later that statement still holds true, though during this time states have made progress in addressing school facility issues.

The task force recommended that states:

- Encourage school districts to share school facilities with the community, particularly for day care and before- and after- school care;
- Urge districts to use school buildings efficiently, which includes adopting year-round school calendars;
- Help districts meet the backlog of deferred maintenance and safety improvements to ensure a safe and healthy environment; and
- Develop a better information base on facilities.

The critical condition of school facilities is attracting the attention of many Governors and legislators. The states' responses to these recommendations have been mixed. Buildings are being used in many states for additional purposes such as day care and latchkey programs. While some states continue to leave school construction and maintenance costs to school districts, over the past four years other states have enacted major new aid programs or expanded existing ones to help districts fund needed capital improvements. Safety and health issues have been addressed, partially due to federal legislation requiring the removal of asbestos and other environmentally hazardous conditions. In a few states, comprehensive initiatives, such as Wisconsin's Aging Schools program, have been enacted to make schools safer. While a number of states still do not maintain up-to-date information on the condition of their school buildings, others are computerizing their inventory and training local personnel to collect information on local facilities according to standardized guidelines.

Expanding the Use of School Buildings. During the past four years, states have authorized or encouraged districts to share the use of school facilities. When space is available, policymakers find it attractive to allow day care centers and before- and after-school care centers to be located in schools, especially given the national interest in helping all children become ready for school. For years, state community education initiatives have encouraged schools to share space with the community, and these programs have been expanded and strengthened during the past four years. Opening up schools for community functions also has been encouraged through state actions such as technical assistance, start-up grants, permissive legislation, incentives, and state oversight of school construction. For example, the Massachusetts and Minnesota departments of education encourage districts to construct new facilities to accommodate many uses, such as programs to serve senior citizens or recreational activities for various age groups.

In some instances, states allow social service or other government agencies to locate offices in school buildings. It is one way to promote coordination among agencies serving the needs of children and families. For example, two districts in Washington are piloting programs to provide school space for agencies offering services to families. Kentucky's education reform package creates family resource centers at schools serving 20 percent or more disadvantaged elementary students and teen resource centers serving students age thirteen

"We should be a society where schools are the center of community life: where parents, business people, senior citizens, educators—everyone—has a role to play; where the school building is seen as the most important building in town."

Roy Romer
Governor of Colorado

and above. These centers will provide day care, referral, and child development services among others.

Extending the School Day and Year. American students spend less time in school than those in many other nations. To improve the academic achievement of students, one set of recommendations involves changing the traditional school calendar by adding hours to the school day, lengthening the school year, offering summer school programs, or moving to year-round calendars. While these measures have implications for the use of facilities, facility use is not the major issue in debates over such legislation. Instead, opponents focus on the added cost of paying teachers for a longer working year. Opposition to a year-round schedule also comes from parents, who are concerned about vacation and day care arrangements, and business people who fear a loss of tourism revenue. These arguments tend to be counteracted most effectively in regions where the press of growth of the school-age population is so great that a year-round schedule is viewed as a viable alternative to new construction. For example, effective in 1991, Florida, a state facing substantial population growth, will fund districts up to an additional $100 per full-time equivalent student as an incentive for year-round scheduling.

Even in states that have allowed or encouraged districts to adopt year-round schedules, the initiative may not be implemented for lack of funds or interest, as is the case in both Arizona and Arkansas. During the past year, the Maryland State Board of Education and the New Hampshire legislature considered year-round schedules, but neither state adopted them. The Maryland board even considered the use of "heat" days for schools lacking air-conditioning. The board is still considering extending the school year to 200 days. The North Carolina State Board of Education considered and rejected lengthening the school year to 200 days. Utah has considered moving to a year-round calendar for secondary schools (a substantial number of Utah elementary schools currently operate on this schedule), but the change is more difficult to implement in upper grades, partly due to student work schedules.

In other action, Oklahoma's major reform package will support pilot programs to lengthen the school year to ten months, while the Missouri State Board of Education's plan for the 1990s recommends lengthening the school year to 200 days. Some of the reform initiatives in the past few years have extended the use of school buildings by providing summer school programs, sometimes on a pilot basis and primarily for at-risk students. States where summer school programs have been implemented include Connecticut, Hawaii, Indiana, Pennsylvania, and Virginia.

Financing School Construction and Maintenance. While a number of states (fourteen) still do not finance local construction or renovation, most states assist school districts with these costs, either through grants, bonding authorities, or loans. Some major state efforts to finance capital outlays have occurred over the four-year period. The past year has witnessed considerable action, with more anticipated in the near future, as states respond to critical school construction and renovation needs. North Carolina led the way with a $3 billion School Facilities Finance Act in 1987. Other state funding measures for capital expenditures have included Georgia's outlay of $1.2 billion since 1980, Hawaii's $90 million capital outlay fund in 1989, West Virginia's creation of a school building authority in 1989, and Washington's appropriation of $171 million for school buildings in 1989 and 1990.

Other state actions and proposals of the past year include Alaska's legislation for 100 percent state funding of local school construction and renovation costs, California's two

State Policy Overview

"It is simply inexcusable and wasteful to allow school facilities to sit idle and unused for up to three months per year."

George Deukmejian
Governor of California

bond issues totaling $1.6 billion, Florida's increase of $100 million (for a total of $700 million) for new school buildings, and Idaho's designating half the state's lottery proceeds for the school building fund. A major reform package in Mississippi created a state public school facility fund that would have provided loans to districts for school improvements and buses; however, the measure was not funded. The Delaware legislature considered a proposal to equalize capital funding for major school construction projects, but the measure failed. The Illinois legislature postponed consideration of a major school construction program that is expected to be reintroduced during the next session. The Missouri State Board of Education recommended that an interest-free pool of state funds be created from which districts could borrow for construction and renovation. The New Jersey legislature is considering a measure to award $600 million to districts for school construction and rehabilitation over the next four years. Texas is developing an interim and a long-term approach to help districts with school construction costs. South Carolina, Utah, and Virginia also have state capital outlay measures under consideration.

Despite increased capital outlay assistance in some states, substantial capital needs remain unmet. For example, California will have a $6 billion backlog of construction needs even though the state recently passed major bond initiatives. Due to rising costs, Hawaii's school construction fund is not going as far as anticipated.

When mounting building needs cannot be met because of financial constraints, districts revert to alternative means of housing students, such as portable buildings or modular construction, or innovative strategies for financing construction. For example, the Florida and South Carolina legislatures now allow districts to use lease-purchase methods of financing school buildings. These measures have been upheld in the courts in both states. Florida also has passed legislation to provide state funding of up to 25 percent for an educational facility developed on private property. (The private company pays 50 percent and the local district the remainder.)

A few states have used their school building program as a mechanism to encourage school district consolidation. Georgia's funding program for school construction includes incentives for districts to consolidate. North Dakota offers planning grants to districts working jointly to offer education services; building projects may be undertaken jointly as part of that initiative. Oklahoma's reform package provides $35 million to fund new construction or renovation projects in consolidating districts.

Meeting ongoing maintenance needs continues to be a problem in many localities where rising costs have caused schools to defer maintenance and repairs, sometimes to the point of risking the safety and health of students and educators. A recent report by the Building Research Board of the National Research Council, *Committing to the Cost of Ownership: Maintenance and Repair of Public Buildings*, argues that efforts to maintain and repair public buildings, including schools, are underfunded. The board estimates an adequate budget for ongoing maintenance and repair should represent, on average, 2 to 4 percent of the aggregate current replacement value of the facilities. For districts that have accrued a large backlog of deficiencies, an even higher percentage of replacement value should be budgeted for maintenance and repairs.

Alabama raised its allocation to districts for maintenance and repairs by $3 million in 1990, for a total of $9 million.

Georgia has developed a program to maintain and inspect schools for safety and cleanliness every two years. Wisconsin's Department of Industry, Labor and Human Resources (in cooperation with the department of education) is maintaining a computerized database on school buildings and will inspect all schools every five years.

Finally, commissions to consider state school facility needs are active in several states. New Hampshire is reconvening its Building Study Committee, South Carolina's School Facility Needs Committee issued a report in fall 1990, and the Texas School Facilities Advisory Committee is recommending options to finance school buildings in that state.

Improving the Information Base. States have utilized statewide inventories and needs assessments to gather better data on the number, specifications, and condition of schools. Still, some states gather only part or none of this information systematically. Such states continue to view school buildings as a local responsibility. Inventories are conducted sporadically in most states; however, states such as Florida, Georgia, Michigan, and Utah systematically keep track of school facilities. Increasingly this database is computerized.

New developments related to inventories of school facilities include Alabama's revised inventory system, Site and Facilities Enumeration (SAFE); Arkansas' updating of a 1986 inventory; the implementation of the third phase of California's new computerized inventory of school buildings; Ohio's $4 million study of school building conditions statewide; and Texas' current statewide inventory of school buildings and technology.

Assessing the facility needs of local districts may or may not be tied to an inventory process. In some states, communities have been asked to assess the need for new school construction or renovation projects, occasionally through a local committee. States may or may not provide guidelines to districts undertaking such efforts. Unless substantial guidance or training is provided by the state, lawmakers may view the resulting list of needs as "wish lists." For example, local school officials in South Carolina identified building improvements of $1.4 billion, a figure the legislature rejected as excessive. Subsequently, the legislature asked the state department of education to develop a system to train local teams to assess school building needs according to state guidelines. Idaho uncovered $200 million worth of building needs in a 1988 survey of school superintendents.

Ensuring Safe Schools. During the past four years, several states have enacted programs to ensure school safety. Occasional disasters, such as the collapse of a wall in a New York school in 1989, highlight the crucial need for safe schools. The 1989 San Francisco earthquake has made other regions of the country more conscious of the need to improve the ability of schools to withstand earthquakes. And all states have had to respond to federal initiatives to improve the environmental quality of schools by removing asbestos, for example.

Examples of state actions to ensure safe and healthful facilities include Illinois' revision of the school safety code, reactivation of the advisory board for school safety, and creation of a safety compliance reporting system; and New York's school occupancy certificates and annual fire inspection measure, particularly aimed at New York City. Missouri currently is revising administrative guidelines for school safety, with a greater emphasis on earthquake preparedness. Ohio has used $20 million in lottery revenue to help districts remove asbestos and barriers for handicapped students. As a result of Wisconsin's Aging Schools initiative, all schools built before 1930 now comply with the state safety code.

"Learning is a lifelong process. We have to keep learning at work and at home just as in school."

Kay Mallory
Governor of Mississippi

81

82

State Policy Overview

"Simply pouring more and more money into the old system of education will not get the job done. But fundamental restructuring combined with flexibility at the state and the classroom level, requirements to reach goals, and more money at the local level will get the job done."

Guy Hunt
Governor of Alabama

Lessons Learned

Issues highlighted by the 1986 Task Force on School Facilities continue to be important in 1990. Progress has been made in the four-year period, but construction and maintenance needs continue to mount. The 1989 report of the Education Writers Association (EWA), *Wolves at the Schoolhouse Door*, estimated the nation's cost to fulfill unmet needs for new or remodeled school buildings to be $84 billion, with an additional $41 billion price tag for school maintenance and repairs. In this time of budget shortfalls and fiscal constraints, meeting these needs will be an even greater challenge. Yet the nation's investment in school buildings—estimated in the EWA report at $422 billion—is enormous. As with human lives, the best approach to protecting school buildings is often a preventive one. Unfortunately, the long-term maintenance of facilities often appears beyond the reach of many localities and states.

Alternatives to construction—the use of portables, housing schools in private facilities, or moving to year-round schedules—have drawbacks and critics. A study conducted by the California Department of Education estimated that a school can accommodate an increase in students of up 20 percent before auxiliary school services such as cafeterias begin to break down. Science laboratories can be stretched only so far to accommodate a larger number of students. As a consequence, if school attendance grows too large, many students may be unable to enroll in required or advanced science courses. Although year-round schedules face continuing opposition, Utah's experience with year-round calendars, at least at the elementary level, demonstrates that families can adjust to this schedule and view it positively. A few models exist for housing schools in private facilities, such as businesses, but whether this innovation will spread is as yet unknown.

State officials have learned that if they want comparable information on school facilities, including the estimated cost of construction and renovations from district to district, they need to set state standards for collecting data and provide training for the personnel who will be undertaking the task. Another alternative is for state officials or consultants to gather data. Time and resources will be wasted if information collected locally is not comparable or useful at the state level.

Unfinished Agenda

School facilities continue to take a backseat to instructional and governing issues. Most major education reform reports fail to address the condition of school facilities or the implications of reform on school use. Frequently missing is an acknowledgement of how learning and the school setting are linked. Yet unless future technologies make the school site unnecessary by allowing all children to learn at home, school facilities will play an important role in supporting new educational programs and modes of instruction.

The NGA report *Educating America: State Strategies for Achieving the National Education Goals* notes that America's schools too often follow an industrial model in an information age. Unfortunately, school buildings are also often out of date. The report acknowledges that schools need to adapt the school schedule to longer days, more days per year, and even year-round calendars. Other reforms mentioned in the report, such as restructuring schools and choice, also have implications for facilities.

In coming years, schools will expand their uses still further. The importance of the cooperative efforts of agencies

to provide services to children and teens and their families will grow. As a result, social service agencies may be located in schools, though forces mitigating against this—space limitations, tradition, and even legislative and liability barriers—remain strong.

As we work to implement the national education goal of ensuring that all children are prepared for school, more preschools will be placed in school buildings. Space limitations may restrict such arrangements, however, especially in areas with growing populations.

The state role in financing new school construction, renovation, and maintenance will continue to be critical. Undoubtedly, states with a long tradition of local responsibility for financing school improvements will hesitate to take on these enormous costs, though they may not have a choice. Inequitable funding of school facilities has been an issue in some recent court cases contesting state education funding formulas—in Texas, for example. Since funding formulas are being challenged in several states, new approaches to school building financing may be required. Equalizing state payments for school construction will be an issue that will increase in importance over the next several years.

State Examples

■ The **ALABAMA** Department of Education will conduct a series of workshops to help local facilities officers prepare to complete the new statewide inventory system. The system will rate the condition of buildings. In 1989 local committees in each district were required to make a comprehensive assessment of buses, equipment, and buildings. The capital outlay needs of the state for school facilities were estimated at $1.57 billion. Alabama also passed legislation to encourage recycling in schools; the effort will be coordinated by the Alabama Department of Environmental Management.

■ The **ALASKA** legislature adopted legislation in 1990 to fund 100 percent of local school building costs through state grants. Each school district will submit its list of projects, prioritized by type, to the state department of education and then the Governor. The legislature's appropriation to the School Construction Grant Account, $30 million in 1990-91, funds the grant program. In addition, the legislature appropriated $116 million to help districts pay off their existing bonded debt. Under the new law, all districts must carry property insurance for facility replacement. Districts also must have preventive maintenance plans in place and provide the state with an inventory of fixed assets.

■ The **MINNESOTA** Department of Education is undertaking a statewide inventory of schools and is developing an annual inspection process. Schools fifty years old or more have undergone a special needs assessment process. Schools are being urged to become community activity centers. In particular, the state is encouraging districts to design new schools with media centers, physical education facilities, and cafeterias that can be open to the public. Schools are being encouraged to share office space with government offices. In addition, Minnesota now has a few examples of primary schools built in commercial facilities, such as banks or discount stores.

■ In 1989 $4 million was appropriated in **OHIO** for an assessment of every school building in the state. The state was divided into nine regions. Architectural firms were hired in each region to conduct the assessment

over a two-year period. The resulting study of school facility conditions was released in the fall of 1990. More than $10.5 billion worth of needs – including new construction, additions, and renovations – were identified. As a result of the study, all 612 districts will be given a computer printout describing each of its building needs.

■ **WEST VIRGINIA'S** new School Building Authority's initial bond issue in 1989 made available $80 million to school districts for construction and renovation costs, $50 million of which covered new construction. A second bond issue will make another $88 million available to districts. Districts must submit comprehensive facility plans to the regional and then state level for review. State funding assists projects identified by the plans, prioritized on a statewide basis. The state has developed a set of standards that new facilities must meet. As new bonds are issued, regions will be asked to reprioritize projects based on need. A number of school buildings in West Virginia also are being renovated to accommodate computer labs at the primary level.

COLLEGE QUALITY

Four years ago the Task Force on College Quality urged states to take responsibility for ensuring the quality of undergraduate education at public institutions of higher education. According to the task force, quality goes well beyond the number of books in the library or faculty publications. Rather, "state attention must be directed to the outcomes of the higher education system—namely, measuring how much students learn in college." By focusing public and institutional attention on student achievement, the task force believed improvement of undergraduate education would follow.

The task force recommended that states:

- More clearly define the role and mission of higher education institutions;
- Create policies to systematically assess student learning outcomes with a variety of measures and encourage the use of the results to improve curriculum and instruction and to keep the public informed;
- Modify state funding formulas to include rewards for student performance; and
- Maintain a commitment to access to higher education for all students.

Student Assessment. During the years since *Time for Results* was released, states have made substantial progress in addressing the concerns and recommendations of the task force. In particular, states have rapidly adopted the task force recommendation to require systematic assessment of college student knowledge, skills, and performance. In 1986 only a handful of states had policies requiring colleges and universities to regularly assess and report on student outcomes. Four years later, thirty-one states have enacted or expanded college student assessment policies. Currently, only six states (Delaware, Michigan, Nebraska, Oregon, Pennsylvania, and Wyoming) have no policy in place and are not making plans to develop one. The remaining states have policies under study or have taken action that stops short of mandates.

Over the past four years, there has been a maturing of assessment policies and technologies. In general, states have taken a decentralized approach to higher education assessment; developing and implementing assessment programs is left to the colleges and universities, though states generally require institutions to regularly report back to them on the programs. Diverse measures are being developed at the campus level—performance-based assessment, portfolios, student goals assessment—and faculty have become fully engaged, taking leadership roles in this process on many campuses. Flexible state policies have provided an environment in which experimentation and faculty development can occur.

New Assessment Initiatives. In 1989-90 several new states adopted assessment policies, some pressed in part by a greater focus on student outcomes in regional accrediting reviews (for example, the Southern Association of Colleges and Schools). Kentucky's new Accountability Enhancement Program calls for a state-level study of existing campus assessment initiatives in-state and nationwide before developing state pilot programs and implementing them. North Carolina's accountability legislation requires campuses to develop plans by 1991 to assess student learning and development, faculty development, and progress toward institutional goals. Ohio's assessment initiative was included as part of its Omnibus School Reform Act. New Mexico's new accountability legislation contains an interesting feature: Information on student outcomes will be part of a report card on each state postsecondary institution. In addition, institutions must report on the steps being taken to improve learner outcomes. Fund-

State Policy Overview

"Educators, whether they are professors at the university level or public school teachers, must move forward to accountability."

Garrey E. Carruthers
Governor of New Mexico

ing recommendations from the higher education commission will be withheld until institutions issue their reports. Other states that have initiated or expanded assessment policies during the past year include Alaska, Georgia, North Dakota, and West Virginia.

Defining Institutional Roles and Missions. Well-defined institutional roles and missions help hold institutions accountable, ensure the efficient use of state resources, and help teaching institutions focus on their purpose: effective teaching of undergraduates. Several states, including Maryland, have required their public institutions to sharpen and focus their missions. Some states have used state policies such as incentive funding or master plans to reinforce institutional missions. According to a 1989 survey by the State Higher Education Executive Officers, about twenty states are considering role and mission reviews at this time.

Increasing Access. During the past four years, concerns have risen about minority achievement in higher education. One objective of the national education goal on adult literacy is that by the year 2000 more Americans, particularly minority youth, will attend and complete postsecondary programs and degrees. Yet the nation's record of accomplishment is bleak, enrolling proportionately fewer minority eighteen- to twenty-four-year-olds in college in 1990 than in 1976. According to available data, colleges and universities are doing a poor job of preventing minority students who do enroll from dropping out. An appallingly small proportion of minority students graduate from four-year or even two-year programs. The high cost of college and limited financial aid, including an overreliance on loans, contributes to this loss of students. But there are other factors as well, such as low teacher expectations, faculty unprepared to teach disadvantaged or nontraditional students, hostile campus climates, and lack of adequate support systems on campus.

To address these campus culture problems, states have undertaken a range of actions. A few examples of state initiatives include requiring campuses to adopt anti-harassment policies (Connecticut, Massachusetts, Missouri, New Jersey, and Wisconsin), developing state or systemwide plans to increase the number of minority faculty and staff members (Maine and Wisconsin), developing more thorough information systems to keep track of student enrollment and graduate rates by race and gender (Colorado, Illinois, and Montana), and sponsoring statewide conferences for faculty on minority achievement (West Virginia). Other recent examples include partnerships with schools and communities in urban areas (Ohio), outreach to middle and high school students and their parents (Indiana, Minnesota, and Mississippi), scholarships aimed at low-income students (New Jersey and New York), and incentives for minority enrollment and retention (Connecticut and Rhode Island).

Several states have recently enacted measures to increase minority faculty hiring and boost minority enrollment. For example, New Mexico passed legislation to increase the number of minority faculty through a "grow your own" concept. The state will pay the cost of a minority student's graduate program leading to a doctorate at any U.S. graduate school provided the student honors a five-year teaching commitment at a New Mexico college or university. Rhode Island's Children's Crusade program will provide incentives, including future college tuition scholarships, to disadvantaged third-graders who pledge to stay in school and meet other terms, such as not using drugs. Mississippi's Project 95 has a goal of increasing the number of minority students who attend college. One project works through churches to help low-income parents complete financial aid forms. Tennessee is developing a policy to provide incentive funding to institutions based

on the number of minority students enrolled, their progression, program completion, transfers, and institutionally identified indicators.

State Financial Aid Programs. According to the College Board, the cost of attending a public university rose 25 percent over the past four years. To respond to rising costs in the 1980s, states increased their share of available student aid in real dollars from $801 million to $1.79 billion, an increase of 123 percent. Overall these financial aid programs have been most successful in helping middle-income students. However, some state financial aid programs have been targeted to students majoring in fields such as teaching or mathematics and science, to minority students majoring in these subjects, or to top in-state high school students. Others are aimed at disadvantaged students.

During this period, state college savings programs have become a popular means to help families plan and pay for their children's future college education. According to the Education Commission of the States, twenty-eight states have created college savings plans, all but four of which will be implemented by the end of 1990. In contrast, prepaid tuition plans, initiated in Wyoming, have been adopted in twelve other states, most recently Alaska, Georgia, and Massachusetts; however, only five states' plans are operational. Potential state costs and negative rulings by the Internal Revenue Service have contributed to policymakers' cautious approach to prepaid tuition programs.

Steps to curb the cost of college have been more uncommon during the past four years. However, a few Governors have called for incentives to encourage institutions to limit tuition increases. Most recently Maryland and Virginia institutions of higher education were asked by their Governors to limit tuition increases for the 1990-91 school year.

"There is simply no substitute for knowing that part of the investment in higher education is tied directly to concrete results."

John Ashcroft
Governor of Missouri

Fiscal Incentives for Quality Improvements. State programs to provide financial incentives to higher education institutions for a variety of quality improvements, including student achievement, have increased substantially over the past few years. Forty-three fiscal incentive programs were in place in 1985. According to the National Center for Postsecondary Governance and Finance, by 1989 thirty-two states had a total of 116 programs. These incentives are distributed on either a categorical or competitive basis. Examples of incentive programs include grants for applied research, grants to help institutions attract nationally recognized scholars, rewards to institutions for the improvement of undergraduate education, grants for basic research, and funds to help institutions establish centers of excellence. State policymakers may view such programs as a means to leverage institutional change through targeted funding.

Higher Education Governance. Beyond more clearly defining institutional roles and missions, governance issues have not been prominent through the 1980s. Altering organizational structure currently is not viewed as the most effective means of achieving change at the collegiate level. A few state higher education systems, such as Maryland's and West Virginia's, have undergone major organizational restructuring in recent years. Oklahoma has a new initiative to train governing board members. California will create several new campuses in the next ten years to serve the state's burgeoning student population.

High default rates on student loans and a growing concern for consumer protection have contributed to state initiatives for stricter oversight of for-profit proprietary institutions. During the past year, several states enacted new laws or strengthened existing ones to allow greater regulation of proprietary institutions operating within the state. New York legislation increases the state's ability to set standards and

requirements for non-degree proprietary schools; the law has been challenged in the courts. Colorado revised existing legislation to vest all licensing authority for proprietary schools in the higher education commission. California and Indiana have created boards to oversee proprietary institutions. These states stand in contrast to a more common state practice in which proprietary school licensing is spread across many state agencies with little or no coordination among them.

Lessons Learned

State higher education policies that reinforce the importance of undergraduate education should be comprehensive, consistent, and clearly communicated. All too often higher education receives a mixed message from the state. For example, being told that undergraduate education is important but then seeing greater funding go toward research and graduate education leaves campus leadership baffled. Faculty and campus leaders need to hear repeatedly that undergraduate education, including minority attainment, is important and necessary. Campuses need prodding from the state level to respond to these critical events. State policies—including mandates, strategic plans, funding, and fiscal incentives—must interact to motivate colleges and universities to address the issues of the day.

Assessment at the postsecondary level is not a passing fad. It means putting a process in place on campuses to ask a set of questions about what students are learning. State action is necessary to shift the attention of faculty, university administrators, and state policymakers to student achievement. For state assessment policies to be used to improve undergraduate instruction, ultimately faculty and campus leaders must take responsibility for assessment by being involved in either the development or implementation of the policy. For example, the state-level assessment policies of South Carolina and Virginia have been successful partially because those states have supported networks of faculty interested in assessment from institutions across the state. Programs carefully constructed to assess student progress take time to develop, and the development process is valuable. Allowing the process to extend beyond two years, however, will yield little except further resistance. While assessment is not without cost, institutions of higher education can expect that the state will not be a major funder of assessment activities. Assessment has revealed major deficiencies in college student achievement; state leaders must be prepared to address such problems, including devoting state resources to solve them. Finally, rather than focusing on assessment test scores and single measures of achievement, state leaders must seriously push colleges and universities to show how the information from assessment is being used to change instruction, curriculum, and programs on state campuses. State officials must ask institutions if there are mechanisms within the system to use the information for program improvement.

A five-year study of state and campus initiatives to increase the number of minority college students and graduates, conducted by the National Center for Postsecondary Governance and Finance, identifies the following state policies and practices as effective means to improve minority enrollment and graduation rates: making minority achievement a state priority and reinforcing that message through pronouncements, policies, and state reports; offering need-based student financial aid and basic skills instruction; developing a state plan for diversifying college student, faculty, and staff populations; improving articulation and collaboration throughout the education system—in high schools, community colleges, and four-year universities; and monitoring the state's progress in minority achievement and making the results public.

"The important role of universities and colleges, with their teaching and research, cannot be overemphasized in continuing economic development."

Norman H. Bangerter
Governor of Utah

Unfinished Agenda

States will need to continue implementing assessment programs. Since another objective of the national education goals is to substantially increase the achievement of college graduates, states may need to strengthen their assessments of graduating seniors. This assessment should focus, in part, on the ability of students to think critically, communicate effectively, and solve problems at the baccalaureate level. States may want to begin considering a common instrument that can be used to assess these skills for a sample of graduating seniors across institutions, and eventually across states.

The current tenure and promotion system, which focuses on research rather than teaching, hinders reform and must be challenged. Faculty efforts to improve instruction are not fully recognized. Instruction must become a priority at all institutions if undergraduate achievement for all students is a national objective. State funding formulas still have not been fully modified to reflect a focus on undergraduate education and student achievement. Tennessee's long-term program to provide additional funding to institutions based on demonstrated progress in student performance remains an exception.

States must be more serious about boosting minority achievement and attainment and must hold institutions (even departments) accountable for their success or lack of it. Developing better ways to collect data that tracks students throughout their collegiate careers and by ethnicity and gender will provide critical information upon which to base state action. The national education goals call for increasing the college enrollment and program completion rates, particularly for minorities and in the critical fields of math and science. The NGA report *Educating America: State Strategies for Achieving the National Education Goals* recommends a set of actions states can take to improve minority postsecondary participation and completion. Both the Education Commission of the States and the State Higher Education Executive Officers also have initiatives urging states to focus on minority achievement and academic attainment.

Collaborative efforts between higher education institutions and schools have begun in many states. These efforts must become more widespread. Kentucky can serve as one model; the legislature adopted a resolution requiring higher education to play a role in the implementation of Kentucky's 1990 court-ordered school reform effort. Collaboration between two-year and four-year institutions must be encouraged as well. Increasingly, the U.S. education system must be treated as an integrated whole—with higher education playing an integral role—rather than as a system of segmented and unrelated entities.

State Examples

■ **COLORADO** is undertaking a number of strategies to increase the proportion of minority students attending and graduating from college. The Colorado Diversity Grant program provides $500,000 of financial aid to groups that are underrepresented in higher education. Campus programs that apply for the state's Programs of Excellence incentive funding must demonstrate affirmative action. In addition, the Colorado Commission for Higher Education is planning to develop a fund to help colleges and universities hire and retain minority faculty and staff. The commission has developed a comprehensive student database that will allow staff to analyze minority enrollment patterns and to identify successful programs. Eventually, the project will develop options for funding and other state policies to reward successful programs and encourage their replication.

■ **GEORGIA** has for years assessed the writing ability of college students; on the regents exam students must be able to demonstrate writing and reading competency in order to graduate from college. However, in late 1989, the board of regents for the Georgia University System expanded its policy to a comprehensive assessment of students at transition points in their college careers. Higher education institutions must develop plans for assessment that include short-term and long-term goals and priorities, improvement objectives, and action plans. Plans also must describe the methods of student assessment, including how it is used to improve programs. Faculty participation is expected. Major budget allocations and academic decisions are to be linked to the planning and assessment process. While each institution is free to develop its own assessment system and measures, each assessment program must include entry-level tests for basic skills, assessment of general education, major field of study assessment, and academic and administrative support programs.

■ The **HAWAII** Opportunity Program in Education (Project HOPE) has been created to give minority students in Hawaii the financial support to attend college. For the next ten years, $1 million will be set aside each year; the interest from this account will be used to provide scholarships beginning in the year 2000 and targeted to minorities such as Filipinos, Samoans, and Hawaiians. At-risk third- and fourth-graders in 1990 will be recruited to participate in the program, which will be a partnership with the Hawaii Department of Education. The youngsters who are selected to participate will be monitored closely through their school years and provided with mentors and academic enrichment opportunities. The HOPE legislation also requires the University of Hawaii to address the present and future needs of its underrepresented minority students.

■ **MISSOURI** institutions of higher education have been required to develop programs for assessing student learning since 1986, with implementation beginning in 1987-88. Colleges and universities submit reports on assessment activities to the state coordinating board for higher education. The coordinating board also has developed a performance indicator project to measure the effectiveness, accessibility, quality, and efficiency of state institutions of higher education. Information from this project will be used to improve curriculum, programs, and instruction. At a conference on higher education last winter, the Governor proposed linking a portion of the higher education budget to performance. He issued five additional challenges to the higher education community in the state: refine institutional missions, increase the educational achievement and graduation rates of students, revitalize teacher preparation programs, improve the recruitment and retention rates for minority students, and cut administrative costs.

Acknowledgements

The *Results in Education* series has always been a collaborative effort. The many individuals who have contributed to this year's edition deserve special tribute.

Governor Garrey E. Carruthers' staff members Sharon Jones and Marlis Mann assisted with this volume. Joy Fitzgerald of Governor Roy Romer's staff and Nikki McNamee and Mary Willis of Governor Carroll Campbell's staff also participated in this work. Other Governors' education advisers upon whom NGA education staff have relied include Eve Bither, Maine Commissioner of Education; Helen Foss, Delaware; Jack Foster, Secretary of Education, Kentucky; Karen Gallagher, Missouri; and Ronn Robinson, Washington.

Christopher Cross and Bruno Manno of the U.S. Department of Education have provided continued support and encouragement for this effort throughout the years. Nancy Paulu, on loan to NGA from the Office of Educational Research and Improvement, provided resourceful and capable research, writing, and editorial assistance.

The NGA Center for Policy Research conducted the research for the writing of this volume. Professional staff who contributed to this edition include Jean G. McDonald, Susan Traiman, Deborah Weil, and former program directors Michael Cohen and Dean Honetschlager. Jean McDonald provided indispensable guidance, oversight, and direction to see the entire Results in Education series through from beginning to end. Members of the NGA Office of Public Affairs, including Rae Young Bond, Gerry Feinstein, and Mark Miller, are acknowledged for their professionalism, forbearance, and diligence. Stanford University intern Kathleen Duval assisted in the data collection. Clerical assistance was provided by Joyce Scott Huffman and Linda Burnette.

A debt of gratitude is owed to several other individuals for the policy expertise they generously shared with NGA staff. They include Denise Alston, Children's Defense Fund (readiness); Melodye Bush, Education Commission of the States (leadership); Lynn Cornett, Southern Regional Education Board (teaching); Barbara Dyer, Council of Governors' Policy Advisors (readiness); Joyce Epstein, the Johns Hopkins University (parent involvement); Geoffrey Fletcher, Texas Education Agency (technology); Kathleen Fulton, Office of Technology (technology); Judy Garcia, Fairfax County School, Annandale, Virginia (technology); Charles Glenn, Massachusetts Department of Education (choice); Christopher Harris, Council of Chief State School Officers (readiness); Hunter Moorman, OERI (leadership); Joe Nathan, Hubert H. Humphrey Institute of Public Affairs (choice); Martin Orland, National Center for Education Statistics (teaching); Glenda Partee, Council of Chief State School Officers (readiness); Chris Pipho, Education Commission of the States, (teaching, leadership); Christine P. Paulson, Education Commission of the States (college quality); Esther Ramirez, State Higher Education Executive Officers (college quality); Tom Schulz, National Association of State Boards of Education (readiness); Bill Thomas, Principal, Thomas Jefferson Elementary School, Falls Church, Virginia (technology); Mildred Winter, Parents as Teachers, The National Center, Missouri (parent involvement); and Frank Witherow, OERI (technology).

This project and this series could not have been completed without the ready cooperation and substantial effort of Governors' education advisors, state education department officials, and state higher education agencies in all fifty states.

Funding for this report was provided by Carnegie Corporation of New York, whose assistance has been invaluable to all of the National Governors' Association's education activities.

A special note of thanks to Michael Cohen, former director of the NGA Education Program, for his intellectual leadership and commitment to restructuring the education system.

Ordering Information

	Price	Number	Cost
Results in Education: 1990 Results in Education: 1989 Results in Education: 1988 Results in Education: 1987	1–10 @ $12.50 11–15 @ 10.50 26 + @ 7.75		
Time for Results: The Governors' 1991 Report on Education	$12.95		
Educating America: State Strategies for Achieving the National Education Goals	$15.00		
Restructuring the Education System: Agenda for the 1990s	$7.50		
Recruiting Minority Classroom Teachers: A National Challenge	$7.50		
Restructuring in Progress: Lessons from Pioneering Districts	$7.50		
Early Experiences in Restructuring Schools: Voices from the Field	$7.50		
State Actions to Restructure Schools: First Steps	$7.50		
	TOTAL		

Name _____

Title _____

Organization _____

Address _____

City _____ State _____ Zip Code _____

Please return this form and payment to:

National Governors' Association
Publications Office
444 North Capitol Street
Washington, D.C. 20001-1572

Payment or purchase order must accompany all orders.

100

101